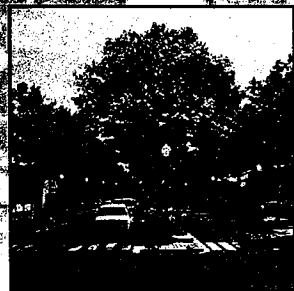


East 14th Street South Area Development Strategy

A Land Use, Urban Design and Street
Improvements Plan



Prepared for
City of San Leandro

April 2004

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*E*xecutive Summary

The East 14th Street South Area Development Strategy document presented here is the City's response to concerns over the quality and quantity of new businesses along the East 14th Street Corridor voiced by the local community, including surrounding homeowner associations and neighborhood groups, business associations, individual residents and property owners. When adopted, the plan will provide City staff, elected officials, property and business owners, prospective developers and the community with a policy and design document prepared to guide the South Area (East 14th Street between Maud/Thornton and 150th Avenues) revitalization effort and incremental process of its implementation in the future.

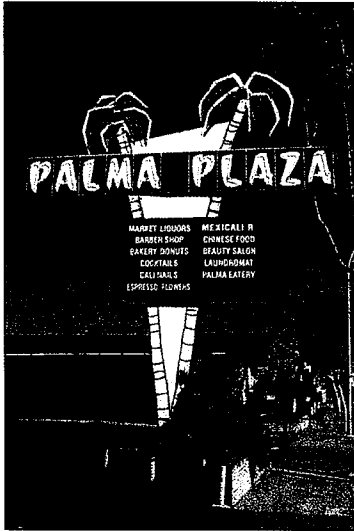
The following are the key components of the Development Strategy:

- ***Goals and Policies***

This section of the document outlines the community's intention for the future of the East 14th Street South Area.

- ***Assets, Needs, and Opportunities Assessment***

The existing conditions assessment undertaken for the East 14th Street Development Strategy consists of three principal components, which address: (1) Land Use and Urban Form, (2) Real Estate Market Conditions and Demographic Trends, and (3) Transportation. Each of the three sections describes current issues and shortcomings (Needs) as well as opportunities for future change (Opportunities, Assets).



- ***Corridor Concept Plan and Illustrative Opportunity Site Development Studies***

The Corridor Concept Plan outlines how the desired future of the Corridor can be best addressed by establishing a series of districts of different character and land use, and identifies opportunity sites for possible future development activities. The Illustrative Opportunity Site Development Studies illustrate a range of realistic development options for prototypical and site-specific opportunity sites.

- ***South Area Design Guidelines for Development for Private Properties***

The Design Guidelines for Development on Private Properties spell out requirements for new development and remodeling projects that address a building's height, bulk, and setbacks, as well the design of its façade, entrances, signage, open space and other design characteristic of a development.

- ***Streetscape Improvements Plan***

The Streetscape Improvements Plan outlines concepts and recommendations for a redesign of the East 14th Street public right-of-way into a more pedestrian- and transit-friendly environment, and to create a positive momentum for the revitalization process.

- ***Implementation Strategies***

The Implementation Strategies outline steps for the implementation of land uses, development, and design policies of the Development Strategy as well as the streetscape improvements.

The South Area Advisory Committee (SAAC), assembled by the City for this project, has been instrumental in bringing critical community input and perspective to the process of developing this document. The SAAC also sponsored both community workshops conducted for this project and two rounds of public outreach meetings with homeowners, businesses and community groups.

Project Goals and Policies

The primary intent of the Development Strategy is to revitalize the southern portion of the East 14th Street Corridor by attracting desirable uses, providing streetscape improvements and by ensuring that new developments are of the highest quality design.

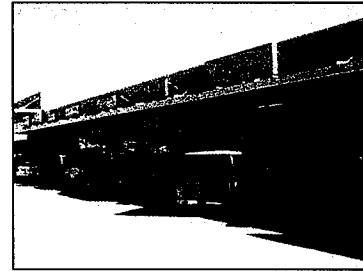
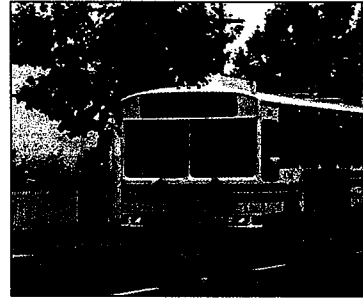
The individual goals and policies for the South Area Development Strategy were developed through review of General Plan goals and policies with particular applicability to East 14th Street corridor and an extensive dialogue with members of the Advisory Group as well as participants at the public workshops. Key goals include the transformation of the unbroken commercial 'strip' into a series of mixed-use districts, the creation of a more pedestrian- and transit-friendly environment on East 14th Street, and the accommodation of high quality, multi-family housing along the Corridor.

Assets, Needs, and Opportunities Assessment

The East 14th Street corridor suffers from lack of new and sustained investment and is in need of revitalization. The many vacant properties throughout the corridor indicate a lack of clear direction for new development. There also is a need for reassessment of the corridor's transportation functions, which should be expanded to include other modes of transportation that better serve local needs for a more pedestrian- and transit-oriented environment. Pedestrian safety and beautification of the streetscape, sufficiently wide sidewalks, and street lighting that serves pedestrians as well as vehicular traffic are additional needs that were identified in the urban design and transportation assessments.

Key assets and opportunities identified through the assessments are summarized as follows:

- The nearly continuous rows of street trees along the corridor provide a key asset for further streetscape improvements, and are considered a positive feature by prospective developers. Tree-lined sidewalks create a pleasing streetscape that is largely independent from the architectural quality of the buildings. In addition, trees improve the pedestrian environment by providing shade and buffering of vehicular traffic.
- Pockets of strong business activity already exist on East 14th Street, particularly at the Storm Block and Eden Center. Although many businesses along the corridor are auto-oriented, the scale of existing buildings and establishments is generally conducive to a pedestrian and transit-oriented environment.
- There are many of sites of significant size that offer the opportunity to establish 'magnet uses' that will draw people to the corridor and out of their vehicles. These sites have the potential to initiate the revitalization of the entire corridor.

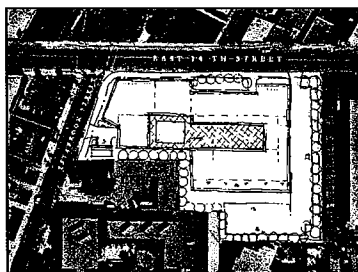




Corridor Concept Plan and Illustrative Opportunity Site Development Studies

This section of the East 14th Street South Area Development Strategy includes two key components: 1) the Corridor Concept Plan, and 2) Illustrative Opportunity Site Development Studies.

The Corridor Concept Plan defines the extent and outlines the desired future character of five South Area districts. It also identifies the location of potential sites for new development (Opportunity Sites) in each of the districts. The Illustrative Opportunity Site Development Studies describe through sample projects a range of possible approaches for future development on different types of sites.



East 14th Street South Area Districts

The five East 14th Street South Area districts created for the Development Strategy are:

1. Southern Downtown District (between Maud and Sybil Avenues). This District is intended to eventually become an extension of San Leandro's Downtown and in fact was, toward the end of the planning effort, rezoned to CD - Commercial Downtown.
2. McKinley Residential District (between Sybil Avenue and San Leandro Boulevard). The Development Strategy propos-

es that land uses and development in this district focus on housing and community services.

3. Palma District (between San Leandro Boulevard and 141st Avenue). This district is envisioned to become the viable and vibrant center of the East 14th Street South Area.
4. International & Cultural District (between 141st Avenue and Lillian Avenue). The Development Strategy recommends that this area maintain and enhance its diverse cultural and ethnic character.
5. Gateway District (between Lillian and 150th Avenues). This district is envisioned to become a visible gateway area for San Leandro with somewhat larger structures as compared to other parts of the corridor.

Illustrative Opportunity Site Development Studies

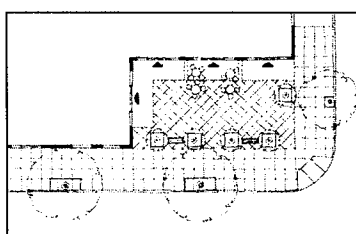
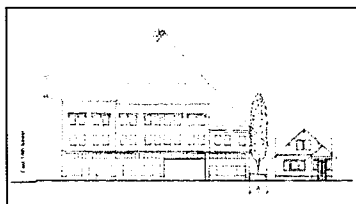
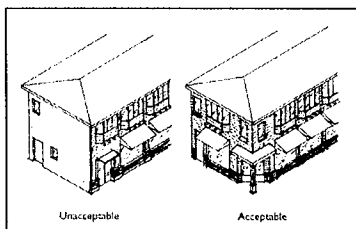
Illustrative Opportunity Site Development studies were prepared for two categories of prototypical sites:

1. Type A Sites ranging from 0.2 to 0.6 acres (8,700 to 26,000 square feet); and,
2. Type B Sites between 0.6 and 1.8 acres (26,000 to 78,500 square feet).

In addition, site-specific studies were prepared for the Freitas property and the Bellini Foundation site as these are potentially catalytic sites for the future development of their respective districts and the corridor as a whole.

All studies included a market feasibility assessment for the proposed development type and, at a corridor-wide level, the assessment of potential transportation impacts (traffic volumes and level-of-service on East 14th Street, and parking). The design studies are intended to ensure that the South Area Development Strategy and its development regulations are realistic and will not act as a barrier to future development.





East 14th Street South Area Design Guidelines for Development on Private Properties

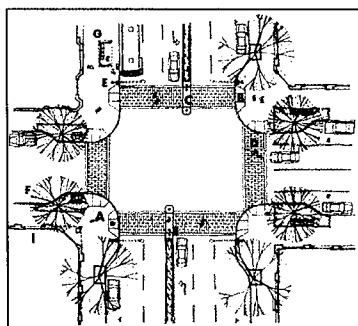
The Design Guidelines for Development on Private Properties are intended to be a guide for developers, property owners and City staff involved in the permitting process for new development and remodeling projects that occur within the East 14th Street South Area. The Design Guidelines and the accordingly updated zoning regulations will support the development of a visual coherence of development on private properties throughout the corridor, and within its individual Districts. It will, over time, also advance the consistent presence of design elements that create an environment supportive of pedestrian activities. The design guidelines were furthermore written with the intent that private development should enhance and form a unit with the recommended public streetscape improvements for the corridor.

The guidelines address a variety of development characteristics such as Building Height and Setbacks (Massing), Façade Design, Landscaping, Parking (including access to parking), and Building Design (including materials, awnings, roof lines, lighting etc.).

The East 14th Street Design Guidelines for Development on Private Properties will be applicable to:

1. Any project within the South Area that requires Site Plan Review per Article 2 of the San Leandro Zoning Code; and
2. All remodeling projects and changes in use that require City-issued permits.

Zoning Code and Guidelines will be linked through the creation of three new East 14th Street South Area (SA) zoning districts: SA-1, SA-2, and SA-3. The regulations for these new zoning districts will identify which types of land uses are permissible in each district and also address building heights, setbacks, floor area ratio (FAR), new parking standards, and other relevant regulations specific to the South Area Districts.



East 14th Street South Area Streetscape Improvements

Making improvements to the character of the East 14th Street public right-of-way is a key component of the South Area Development Strategy. This notion is based on the role assigned to streetscape, and transit- and pedestrian-oriented improvements by San Leandro's General Plan, community representatives, and developers that were interviewed for this project. The latter emphasized that a positive streetscape image and environment are considered important assets

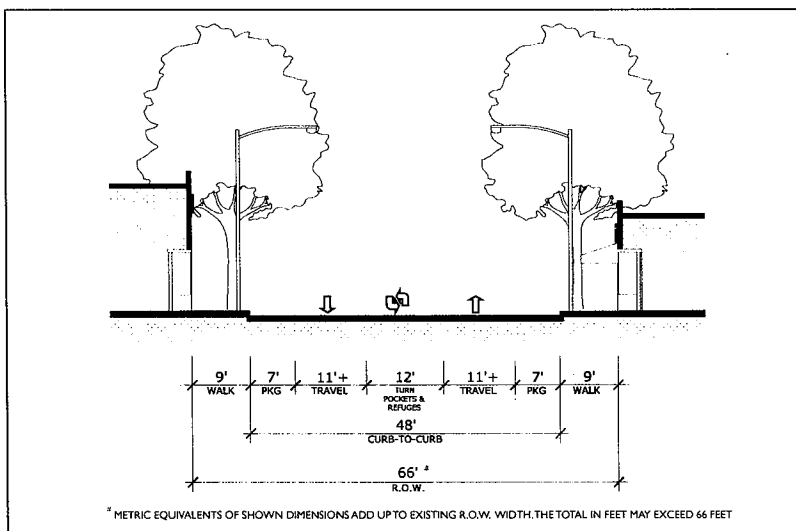
from a developer's point of view and could contribute to creating momentum for future development of new residential and retail development as envisioned by the General Plan and desired by residents of the area.

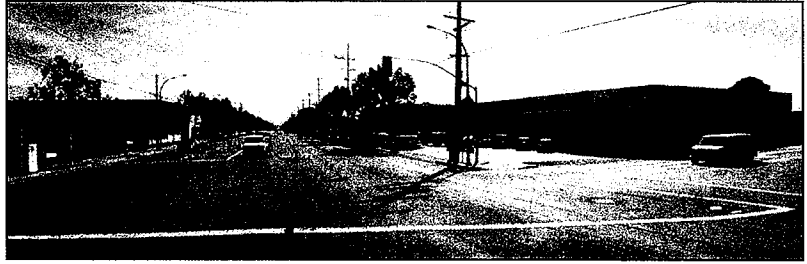
The streetscape improvements recommend a redistribution of available right-of-way width to better accommodate the needs of pedestrians and transit users, while still maintaining acceptable service levels for vehicular travel. It also illustrates design concepts for intersection and crosswalk improvements that can be used in future applications for funding of improvements through a variety of sources.

Key design elements favored by a majority of members of the South Area Advisory Committee and other participants in the planning process include the following:

East 14th Street North of 135th Avenue

1. Reconfigure lanes from two southbound travel lanes and one northbound travel lane to one lane in each direction with a center two-way-left-turn lane. Sidewalks and parking remain as existing.
2. Introduce bulb-outs at street corners of East 14th Street and its side streets (where feasible) to facilitate a shortening of pedestrian crossing distances.
3. Introduce pedestrian refuges and some landscaping at T-intersections within the two-way-left-turn lane where such a configuration is feasible.
4. Shift the current location of the transition zone (transition between three-lane and five-lane configuration of East 14th Street) between Blossom Way and 135th Avenue to a new location between 135th Avenue and San Leandro Boulevard.





East 14th Street South of 135th Avenue

- Replace existing 12-foot wide two-way-left-turn lane with a tree-lined, raised center median of equal width.
- Introduce pedestrian refuges at the center median whenever feasible.
- Generally widen sidewalks from 10 to 13.5 feet (some variations may occur based on local conditions).
- Introduce curb extensions at street corners of East 14th Street and its side streets (where feasible), and at the opposite end of crosswalks at T-intersections to facilitate a shortening of pedestrian crossing distances.

Implementation Strategies

The *Implementation Strategies* outline how the desired land uses and development types, the design guidelines, and the preferred streetscape improvements described in this document can be implemented over time and through long-term transitions in City staff, elected officials and local, state and federal funding cycles.

The following Action Items are considered critical to the success of the South Area Development Strategy:

1. Help property owners understand the development potential of their site(s) and the overall corridor.
2. Use redevelopment set-aside funds for new affordable housing construction to assist in developing the desired mixed-use development projects.
3. Adopt the East 14th Street South Area Design Guidelines

and associated zoning regulations (including parking requirements and preferred land uses) to ensure that all future development contributes to implementation of the community's vision for the corridor.

4. Develop a façade improvements program to improve the appearance of properties that are otherwise unlikely to attract redevelopment in the foreseeable future.
5. Improve the streetscape between Maud and 150th Avenues. Developer interviews stressed the importance of investment in the public right-of-way. These improvements include not only visual improvements to the corridor but also the suggested pedestrian crosswalk and sidewalk improvements.

1. Introduction

Over the past several years, concerns over the quality and quantity of new businesses along the East 14th Street Corridor in San Leandro have been voiced by the local community, including homeowner associations, neighborhood groups, business associations, residents and property owners. In response to this concern, the City Council has taken the following actions:

- First, in December 2001, the Council enacted an Urgency Ordinance to require increased discretionary approval for essentially any change of use or new development proposal along the southern East 14th Street Corridor.
- Second, the Council directed City staff to proceed with the preparation of the East 14th Street South Area Development Strategy, a detailed land use, urban design and streetscape improvement plan intended to implement San Leandro General Plan and Alameda County-San Leandro Joint Redevelopment Project Area policy recommendations and actions that are aimed at reducing blight and stimulating development along the corridor.

1.1 Project Background and Plan Components

The San Leandro General Plan identifies the southern East 14th Street Corridor as one of the highest priority areas in San Leandro, acknowledging that it no longer functions as a traditional State Highway, and that its strip commercial facilities are out of date. Although public bus service has a strong presence along the corridor, the businesses in the area suffer from a disorganized pattern of development and in some cases lack adequate off-street parking. Shallow and narrow parcel configurations compound the ability of new

businesses to provide needed off-street parking. Small lot sizes also present a development constraint, as new development may require assembly of multiple parcels to be economically feasible.

This document is the City's response to the concerns voiced about the corridor and the hopes for a City-led revitalization effort. When adopted, the Development Strategy will provide City staff, elected officials, property and business owners, prospective developers and the community with a policy and design document to guide the revitalization effort and the incremental process of its implementation.

Following are the main components of the development strategy and a brief summary of their content:

- *Goals and Policies*

Derived from the General Plan and developed by the South Area Advisory Committee (SAAC) and the larger community, the goals and policies outline the community's intention for the future of the East 14th Street corridor, providing the basis for all other components of the plan.

- *Corridor Concept Plan and Illustrative Opportunity Site Development Studies*

The Corridor Concept Plan outlines how the corridor can be divided into districts of different character and land use focus, while retaining an identity as a whole. The plan also illustrates where opportunity sites for future development activities are located throughout the corridor and makes recommendations about the desired character of such future development. This is illustrated through sample development options for four of the identified Opportunity Sites.

- *South Area Design Guidelines for Development on Private Properties*

The Design Guidelines for Private Properties are intended as a long-term guide for City staff and proponents of future development. In conjunction with new South Area-specific zoning regulations, the guidelines spell out requirements for new development and remodeling projects that address a building's height, bulk, and setbacks, as well the design of its façade, entrances, signage, open space and other design characteristics.

- *Streetscape Improvements Plan*

The Streetscape Improvements Plan outlines concepts and recommendations for a redesign of the East 14th Street public right-of-way. Together with the South Area Design Guidelines, it is intended to generate momentum for the revitalization process.

The Development Strategy effort has been funded by planning grants awarded to the City, including funds from the Transportation for Livable Communities program of the Metropolitan Transportation Commission, and from the California Department of Housing and Community Development's Downtown Rebound Grant program. In addition, the City of San Leandro has provided local matching funds through the City's Community Development Block Grant program and the Redevelopment Agency.

How the Development Strategy Will be Used

The Development Strategy will provide staff, elected officials, and the general public with a set of clear goals and directions for the short- and long-term aspects of the revitalization process. City staff will use the document in pursuing and guiding private development to enhance the character of the Corridor. The concepts and recommendations for streetscape improvements will serve as a long-term road map for capital improvements projects, such as the widening of sidewalks, the introduction of a tree-lined median, and crosswalk improvements. The implementation section of the plan will provide as overview of actions and steps recommended for the implementation of each strategy component.

1.2 Planning Process and Public Participation

City staff began the project in December 2001, when the City Council appointed the South Area Advisory Committee (SAAC), a citizen advisory committee with representatives from the Joint RAC, Planning Commission, Board of Zoning Adjustments, adjacent homeowner associations (Halcyon-Foothill HOA, Peralta Citizens' Association), Downtown Business Association and the Business Association of South San Leandro. The diversity represented within the committee was intended to ensure that the results of the planning effort would rest on a broad consensus among the different stakeholders within the corridor.

The SAAC began its monthly meetings in March 2002 and held 14 regular meetings, sponsored a variety of other activities, including a walking tour of the Corridor (intended to aid the selection of opportunity sites for inclusion in the Corridor Concept Plan), and a bus tour of infill developments in adjacent communities of the East Bay, giving participants an opportunity to get a first-hand impression of development types pertinent to the future of the East 14th Street Corridor. City staff and the consultant team held a developers' symposium in the summer of 2002 to interview residential,

commercial, and mixed-use developers from the non-profit and for-profit development communities. During the interviews, developers were asked to assess the future development potential of the Corridor and to respond to preliminary development concepts. (Please refer to *Appendix 1: Results of the Developer Symposium.*)

The SAAC also sponsored public outreach efforts, including two community workshops. The first, consisted of presentations of the existing conditions assessment and gave all participants an opportunity to add to the findings. At the second, participants were presented with initial project goals, draft versions of plans for the four sample development studies, and draft streetscape design concepts. City staff worked with staff from the California Department of Transportation (Caltrans), AC Transit, BART, the Alameda County Fire Department, and other Alameda County departments as well as other City departments (including the Redevelopment Agency, Public Works, Engineering & Transportation, and Business Development) in order to coordinate the proposals, concepts and goals of the project.

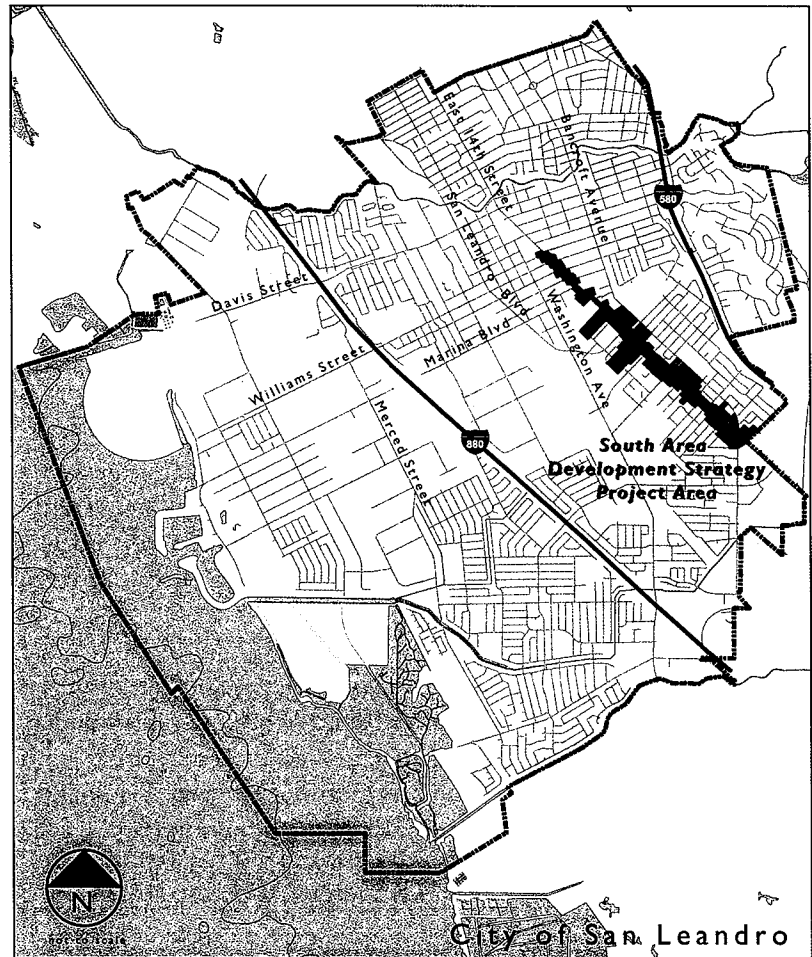


Figure 1.1: The East 14th Street South Area Corridor in San Leandro

As part of the final community outreach effort, the City planning staff conducted one-on-one presentations with several community-based organizations between January – March 2004. The organizations included homeowner associations, neighborhood groups, business groups and other civic organizations as follows:

- African-American Business Council
- Asian Business Council
- Business Association of South San Leandro
- Chamber of Commerce Civic Issues Subcommittee
- Congregations Organized for Renewal (faith-based group)
- Downtown Business Association
- Halcyon-Foothill Improvement Association

In addition, staff held an open community meeting in February 2004 at the San Leandro Main Library as a general informational meeting for non-affiliated business and property Owners to outline the draft Development Strategy.

1.3 Area of Applicability and Relationship to other City Policy Documents

Figure 1.1 illustrates the location of the South Area corridor within the City of San Leandro, while Figure 1.2 delineates its boundaries. The corridor includes the East 14th Street public right-of-way and all properties fronting onto the street between Maud Avenue in the north and 150th Avenue in the south.

Portions of the East 14th Street South Area Development Strategy propose new or changed regulations and development standards currently governed by the San Leandro Zoning Code. With adoption of this document, necessary modifications should be made to the zon-

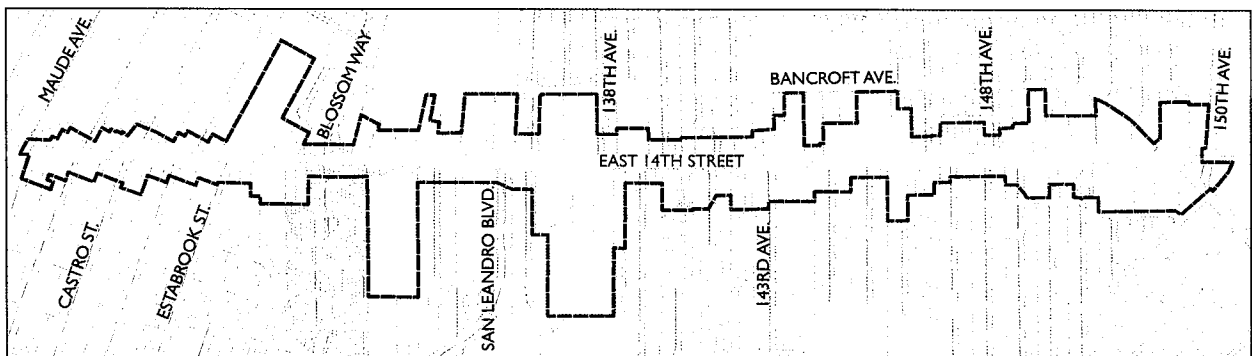


Figure 1.2: South Area Corridor project boundaries

ing code and other related regulatory documents. Doing so will enhance the effectiveness of the South Area Development Strategy. Final legal delineation of parcels included in the corridor will occur as part of these zoning changes. Such changes encompass the creation of three new South Area-specific zoning districts (SA-1, SA-2, and SA-3) and the adjustment of existing zoning regulations as suggested in *Chapter 5, East 14th Street South Area Design Guidelines for Development on Private Properties*.

The contents of the East 14th Street South Area Development Strategy were developed in part by building on goals and policies expressed in San Leandro's General Plan and are considered to be in accordance with the Plan. This document will inform the City's decisions about future projects on its list of capital improvement projects (CIP), subject to availability of funds. It also explains local goals and desires that can be referenced by other public agencies.

2. *Goals and Policies*

The primary intent of the Development Strategy is to revitalize the southern portion of the East 14th Street Corridor by attracting desirable uses, providing streetscape improvements and by ensuring that new developments are of the highest quality design.

The goals and policies for the South Area Development Strategy were developed through review of General Plan goals and policies with particular applicability to East 14th Street South Area and an extensive dialogue with members of the South Area Advisory Committee (SAAC) as well as participants at the public workshops. Important goals include the transformation of the unbroken commercial strip into a series of mixed-use districts, the creation of a more pedestrian- and transit-friendly environment on East 14th Street, and the accommodation of quality multi-family housing along the corridor. The SAAC's contribution consisted of the further qualifying and refinement of these key goals, tailoring them to the specific needs and desires of the local community.

2.1 *General Plan*

Goals and policies developed for the East 14th Street South Area Development Strategy are based on goals and policies contained in San Leandro's General Plan. In particular, the following goal about the development of a series of distinct corridor districts was among the most critical for this project:

- **Policy 8.0.9: East 14th Street**

Facilitate the transformation of East 14th Street from an unbroken commercial strip into a series of distinct mixed-use neighborhood centers, each with a unique design identity and mix

of uses. The land use pattern should emphasize a more attractive and human scale of development throughout the corridor, with pedestrian-oriented buildings, streetscape and transit improvements, and a lively mix of higher density residential, commercial, and civic uses.

- **Action 8.0.9B: South East 14th Street Area Activity Centers**

Pursue the implementation of a series of activity centers or 'districts' along East 14th Street between Downtown and Bayfair Mall.

- **Action 8.0.9C: East 14th Street Zoning Changes**

Pursue zoning code changes along East 14th Street which enable the desired development pattern to be gradually achieved.

Other key policies and action items give direction on broader land use and community design and generally promote a development pattern that supports public transit, bicycling, and walking:

- **Policy 2.0.4: Preservation of low-density Character**

Preserve the low-density character of San Leandro's single-family neighborhoods. Concentrate new multi-family development...along major corridors such as East 14th Street. Ensure that such development enhances rather than detracts from the character of surrounding neighborhoods.

- **Policy 14.07: Pedestrian Environment**

Strive to achieve a more comfortable environment for pedestrians in all areas of San Leandro, with particular emphasis on the BART Station areas, Downtown, and major commercial thoroughfares such as East 14th Street.

- **Action 14.07-B: Pedestrian and Bicycle Crossing Improvements**

Improve crossings for pedestrians and cyclists at intersections in the City through the use of brick pavers, small curb radii, bulb outs, street trees and landscaping near corners, and other measures which shorten pedestrian crossings or increase driver awareness of non-vehicle traffic.

- **Action 19.01B: Redesign of Commercial Strips**

Develop a strategy for re-tooling auto-oriented strip shopping centers into pedestrian-oriented neighborhood centers. Also address pedestrian connections into surrounding neighborhoods.

- **Action 19.01C: East 14th Streetscape Improvements**

Pursue public improvements to East 14th Street which make the street more transit- and pedestrian-friendly without impeding traffic flow. These improvements could include wider sidewalks, specially designed pedestrian crossings at key intersections, street trees, undergrounding of utilities, improved transit waiting areas, and landscaping.

2.2 East 14th Street Development Strategy Goals

The SAAC built on the above goals, policies and actions by adapting and expanding them to more closely reflect the interests and concerns of all corridor stakeholders and to specifically address the assets, needs and opportunities of the East 14th Street South Area. In addition, the incremental development and refinement of goals and policies through continued discussion at several SAAC meetings also accounted for the input received during the first two community workshops. In the end, the SAAC adopted the following three goal sets, which address the quality of future development on private properties, the character of the corridor and its districts, and the transportation and transit functions:

Goal Set 1: Desired Uses and Quality of Development

Goal 1-A: Attract high-quality uses that include retail, residential and appropriate mixed use developments and encourage these uses to locate within appropriate districts along the corridor.

Goal 1-B: Create a mixed-use, transit supportive corridor.

Goal 1-C: Attract high quality housing to increase the demand for new retail services desired by the community.

Policy 1.01 - Require infill development projects to feature a more cohesive development pattern and high-quality design. New development and building rehabilitation proposals should improve upon the appearance of surrounding and nearby development.

Policy 1.02 - Guide the look of new development and building renovations through Design Guidelines and development standards in the amended Zoning Code.

Policy 1.03 - Encourage new buildings to be constructed at the front property line while providing on-site parking at the rear of the property (McKinley Residential District excluded).

Policy 1.04 - Allow for appropriate landscaped setbacks where first floor residential uses front onto East 14th Street (Southern Downtown and Gateway Districts excluded).

Policy 1.05 - Allow buildings heights consistent with the new South Area zoning regulations. Upper stories of buildings three stories or higher should be required to step back where this is necessary to maintain privacy and sunlight access on adjacent residential properties.

Policy 1.06 - Establish high standards of architectural and landscape design for multi-family housing development. Boxy or massive building design should be avoided, ample open space and landscaping should be required, and high-quality construction materials should be used (Southern Downtown District excluded). (See General Plan Policy 43.03)

Policy 1.07 - Consider appropriate buffering between development within the limits of the South Area and the adjacent residential neighborhoods.

Policy 1.08 - Pursue funding sources for façade improvement grants to improve the visual appearance of existing buildings along the corridor.

Policy 1.09 - Pursue opportunities for creating new public open spaces close to East 14th Street. These open spaces are intended to serve existing and new residents in the area (Southern Downtown District excluded).

Goal Set 2: Corridor and District Character

Goal 2-A: Create a distinctive overall design for the East 14th Street corridor, its public right-of-way, and public open spaces.

Goal 2-B: Create a distinctive design for each District along the East 14th Street corridor that is consistent with and respectful of the character of adjacent neighborhoods.

Policy 2.01 - Incorporate urban design elements such as bollards, pavers, fountains, signage, street furniture and tree lighting to establish a stronger design identity along East 14th Street. (See General Plan Policy 42.03)

Policy 2.02 - Require larger new developments to provide a useable “open space”, such as a landscaped plaza or entry area along the street frontage that enhances the pedestrian environment of the public right-of-way.

Policy 2.03 - Site designs and building designs for new development and remodeling projects should acknowledge and build on the best examples of architectural and cultural district character existing within the respective district.

Policy 2.04 - Promote the development of “signature” buildings and other architectural features that provide visual landmarks along the corridor. (See General Plan Policy 42.07)

Policy 2.05 - Continue in the short-term with plans for the undergrounding of overhead utilities along East 14th Street.

Policy 2.06 - Encourage public art within public spaces and within new developments. Encourage the use of art and landscaping to decorate large expanses of walls that are visible from the public right-of-way.

Goal Set 3: Streetscape and Transportation

Goal 3-A: Ensure a safe, attractive and efficient design of transportation facilities within the East 14th Street corridor that balance the needs of all modes of transportation.

Goal 3-B: Enhance the access for East 14th Street businesses and improve access for all types of transportation to better serve businesses and residents, while protecting adjacent neighborhoods from overflow traffic and parking.

Goal 3-C: Create a safe and attractive pedestrian-oriented streetscape environment along East 14th Street that will better link East 14th Street to adjacent neighborhoods, help attract desired businesses and services, and beautify and enliven the street overall.

Policy 3.01 - Continue to work with Caltrans and AC Transit to implement attractive and functional streetscape improvements, including pedestrian crossings, curb extensions, bus stops and landscaping.

Policy 3.02 - Consider establishing public parking facilities at key points along the corridor to support new and existing businesses (Southern Downtown and McKinley Residential Districts excluded).

Policy 3.03 - Consider the use of a permit parking program to address issues such as overflow parking and long-term parking problems.

Policy 3.04 - Consider reduced parking standards for new development in order to spur private investment, provided that adequate mitigation measures are in place to address concerns.

Policy 3.05 - Continue to address circulation and parking issues through the permit approval and CEQA review processes as new developments are proposed.

Policy 3.06 - Continue to discuss with AC Transit opportunities, constraints and particularly the community's concerns about possible impacts from any dedicated lanes proposed for Bus Rapid Transit service.

Policy 3.07 - Explore the possibilities for introduction of a shuttle bus service and car share programs in conjunction with development activities along East 14th Street.

Policy 3.08 - Provide safe pedestrian crossings throughout the corridor, especially in locations near transit stops and areas with higher concentrations of retail commercial and civic uses.

Policy 3.09 - Consider and pursue with Caltrans the addition of pedestrian crosswalks and traffic signals at locations outlined in this plan.

Policy 3.10 - Consider the introduction of a raised, tree-lined median at the center of East 14th Street south of San Leandro Blvd (Southern Downtown and McKinley Residential Districts excluded).

Policy 3.11 - Add pedestrian lighting along East 14th Street to increase pedestrian safety and enhance the pedestrian experience of the street.

Policy 3.12 - Reduce the visual impact of auto-oriented uses by promoting the separation of existing street-facing parking lots through narrow buffers consisting of low walls and landscaping.

3. *Corridor Assets, Needs, and Opportunities*

The existing conditions assessment undertaken for the East 14th Street Development Strategy consists of three principal components, which address: (1) Land Use and Urban Form, (2) Real Estate Market Conditions and Demographic Trends, and (3) Transportation. Each of the three sections describes current issues and shortcomings (Needs) as well as opportunities for future change (Opportunities, Assets).

The East 14th Street Corridor suffers from lack of new and sustained investment and is in need of revitalization. The many vacant properties throughout the corridor indicate a lack of clear direction for new development. There also is a need for reassessment of the corridor's transportation functions, which should be expanded to include other modes of transportation that better serve local needs for a more pedestrian- and transit-oriented environment. Pedestrian safety and beautification of the streetscape, wide sidewalks, and street lighting that serves pedestrians as well as vehicular traffic are additional needs that were identified in the urban design and transportation assessments.

Key assets and opportunities identified through the assessments are summarized as follows:

- The nearly continuous rows of street trees along the corridor provide a key asset for further streetscape improvements, and are considered a positive feature by prospective developers. Tree-lined sidewalks create a pleasing streetscape that is largely independent from the architectural quality of the buildings. In addition, trees improve the pedestrian environment by providing shade and buffering of vehicular traffic.

- Pockets of strong business activity already exist on East 14th Street, particularly at the Storm Block and Eden Center. Although many businesses on the corridor are auto-oriented, the scale of existing buildings and establishments is generally conducive to a pedestrian- and transit-oriented environment.
- There are a number of sites of significant size that offer the opportunity to establish ‘magnet uses’ that will draw people to the corridor and out of their vehicles. These sites have the potential to initiate the revitalization of the entire corridor.

3.1 Land Use and Urban Design Assessment

3.1.1 Overall Context

East 14th Street in San Leandro is part of a series of urban sections of State Highway 185 in the East Bay. In addition to its regional transportation function, East 14th Street serves as a central spine for San Leandro, passing directly through the city’s Downtown. Here, the street is home to many of the City’s retail, service and public establishments.

The project area encompasses the southern section of East 14th Street between Maud Street at the southern edge of downtown San Leandro and the southern city boundary. Interstate 580 in the east and Union Pacific rail lines in the west define the area of San Leandro served by this section of the corridor (Figure 3.1). Much of the area was developed after World War II when a streetcar operated on East 14th Street, connecting Oakland to Hayward. The streetcar was removed and replaced with an auto-oriented pavement section and wide right-of-way in 1950.

The East 14th Street South Area Corridor touches on the southernmost area of downtown, and the residential neighborhoods of Sandpiper, Halcyon, Bal and Foothill. The predominant housing type in these areas is the single-family, detached home, most of which were built in the 1940s-50s. However, a number of multi-storied apartments, new condominium developments and two trailer parks are later additions to the mix of housing, with the higher density development being more pronounced on the west side of East 14th Street. Industrial uses along the rail corridor in the west contribute to the use of the corridor as a local and through truck route.

The corridor is home to the San Leandro Hospital (Figure 3.2), a large postal facility (Figure 3.3), two elementary schools, and the San Leandro High School. Commercial uses are present all along East 14th Street with more intense clusters of neighborhood restaurants, stores, and services forming on some blocks and at intersections. East 14th Street used to be the focal point of San Leandro's car sales business until the City promoted the relocation of car sales businesses to Marina Boulevard in the 1990s. However, used car sales businesses and their lots still have a strong presence in the corridor, along with other auto-servicing and auto-oriented establishments.

East 14th Street also serves as an important transit corridor both on a regional and on a neighborhood service level. Bus lines in the corridor include AC Transit Route 82 on East 14th Street and Route 40L on Bancroft Avenue. The latter ends at the Bayfair BART station beyond the southern end of the project area. The street provides important access to Interstates 580 and 238/880.

Residential development neighboring East 14th Street to the west is poorly connected to the corridor due to the discontinuous nature of the street network and development pattern. Many residents use East 14th Street to travel between sections of their neighborhood.

3.1.2 Land Uses

The current San Leandro Zoning Code designates most properties along the East 14th Street Corridor as Community Commercial. However, the cohesiveness suggested by this categorization is not reflected in the appearance of land uses along either side of the street.

Extending from downtown is a frontage of commercial establishments along the street that rapidly changes into a mix of residential, civic uses, small offices, used car lots, auto services, marginal retail outlets, restaurants, and vacant lots.



Figure 3.2: San Leandro Hospital building fronting East 14th Street



Figure 3.3: New Post Office

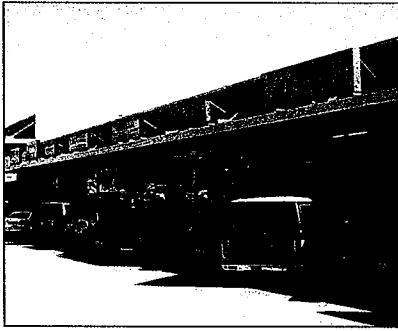


Figure 3.4: The “Storm Block” - shopping with a Hispanic flavor

The corridor includes two clusters of specialty retail that cater to a larger population: 1) the ‘Storm Block’ has a distinct ethnic flavor created by a series of Hispanic specialty stores and a restaurant (Figure 3.4); and 2) the Eden Center is home to several Asian specialty stores (Figure 3.5).

San Leandro Hospital represents the largest individual use within the corridor and is located approximately at the mid-point of the South Area. There is a clustering of small office uses around the hospital which are mostly medical-related.

Civic uses in the corridor include the McKinley Elementary School, a large U.S. Postal Service facility, and a small branch public library.



Figure 3.5: Asian specialty stores at the Eden Center

Although its commercial zoning category may suggest otherwise, the corridor today is home to many residential uses along the entire length of the street. Most residential developments are medium to high density such as condominiums and multi-story apartments (Figure 3.6) except for a few remaining single-family homes. Two mobile home parks are also located in the corridor.

The Bal movie theatre (Figure 3.7), built in the 1940s, closed in the 1970s and is awaiting a final decision for its reuse is a prominent building on the corridor.

3.1.3 Urban Form

The consultant team conducted a field survey of key urban design criteria along the East 14th Street corridor, including building height and setbacks, public right-of-way width and roadway configuration, street and block patterns, as well as street furnishings and other amenities.

The Overall Corridor

The pattern of streets and blocks along the corridor results in a series of staggered three-way T-intersections. In the northern section all cross-streets intersect East 14th at an angle. The angle on the east side is roughly 65 degrees, while on the west it measures approximately 72 degrees. The angled streets give way to right-angled (90 degrees) intersections south of Blossom Way but continue to be staggered through the remainder of the corridor. T-intersections provide less connectivity between neighborhoods on either side of the street, which is exacerbated by the relative infrequency of crosswalks, long city blocks, and the wide right-of-way of East 14th Street.

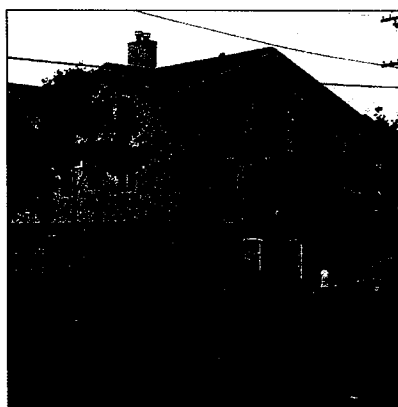


Figure 3.6: The Eden Townhomes in the southern part of East 14th Street

The sidewalk character along the corridor is relatively consistent with the exception of the southern downtown area, where sidewalks are narrower (9 feet versus 10 feet) and the building frontage more continuous. On-street parking with a two-hour time limit is provided along the entire corridor. This provides a continuous buffer between the sidewalk and the moving traffic on the street. Vistas up and down the corridor are dominated by two rows of London Plane trees planted along the sidewalk edges on either side of the street, but also by the visually intrusive presence of overhead utility wires strung along and across the street between utility and light poles. The streetlights throughout the corridor are of automobile-scaled cobra head design (Figure 3.8).

East 14th Street has a sparse complement of street furniture, mostly consisting of the City standard brown plastic trash receptacles and occasional concrete benches placed at AC Transit bus stops. Some businesses have placed benches and other features along their store fronts (Figure 3.9).

Building heights for the entire corridor were mapped as part of the field survey and are illustrated in Figure 3.13. Building heights throughout the corridor vary between one and four stories with the majority of buildings falling into the one- and two-story height categories.

Based on findings of the field survey of the street, and the distinct difference in roadway width, East 14th Street can be divided into three sections:

1. The narrower three-lane Section north of Blossom Way (66-foot right-of-way width);
2. The Transition Zone between Blossom Way and San Leandro Boulevard; and
3. The broader five-lane section south of San Leandro Boulevard (100-foot right-of-way width).

The Three Lane Section

The street character of the three-lane section to Elsie Avenue is largely an extension of San Leandro's Downtown, with smaller blocks, single story retail built to the East 14th property line, and a mostly continuous façade, giving this area a more urban atmosphere as compared to other parts of the corridor. The street character in this segment continues some design elements of the northern part of the Downtown such as streetlight banners and covered sidewalks from



Figure 3.7: The Bal Theater.

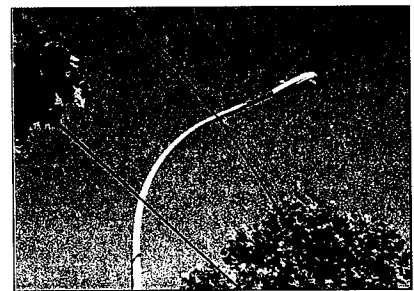


Figure 3.8: Cobrahead streetlights with utility wires

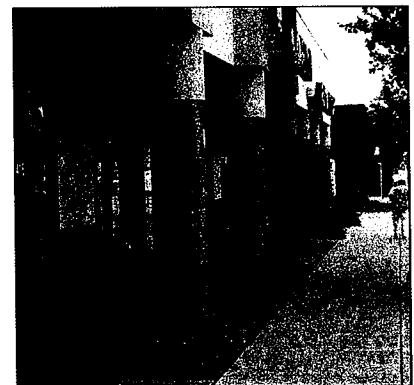


Figure 3.9: Benches are provided in front of some stores



Figure 3.10: Partially covered sidewalks and typical signage in the northern part of the Corridor

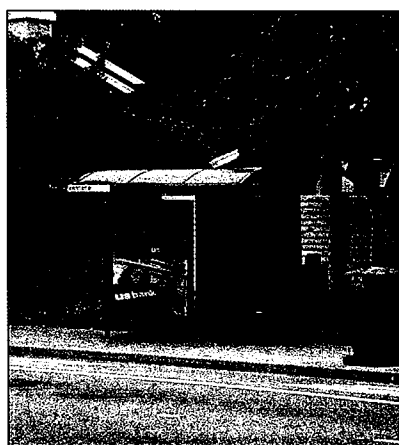


Figure 3.11: The only bus shelter on the corridor at the Sandpiper Development



Figure 3.12: Narrow tree-planted median at the Storm Block

which many stores have hung their storefront signage (Figure 3.10). The street's character begins to change south of Elsie Avenue, where the commercial storefronts become less continuous. Here, building heights range between one and one-and-a-half stories, similar to the area immediately to the north (also see Figure 3.13: Building Heights). Many of the buildings are built with facades at an angle to the East 14th street property line. The three-lane section ends at the McKinley Elementary School where the street frontage gives way to lawns and trees in front of the school building.

The Transition Section

Beyond Blossom Way and the elementary school, buildings are set back from the street, street trees grow larger, and building heights begin to vary. The western side of the street is predominantly residential in this area with walls, fences and some landscape elements abutting the sidewalk. The western side has a wide range of building heights and orientations and frequent changes in land use.

The wider street width in this section creates a greater sense of separation between the two sides of the street, which is compounded by the lack of crosswalks. The only bus shelter in the entire corridor is located on the west side of the street just south of this intersection (Figure 3.11).

The Five Lane Section

The five lane section covers approximately two-thirds of the corridor from San Leandro Boulevard to 150th Avenue. From San Leandro Boulevard to approximately 141st Avenue, the area is characterized by large vacant lots and one- to two-story buildings set back on deep parcels. The area lacks cohesiveness between the two sides of East 14th Street, which is reinforced by the near absence of crosswalks.

Two strip commercial centers, set apart from East 14th Street by a one-lane access roadway and a narrow tree-planted median mark the section from 141st to 148th Avenues (Figure 3.12). Here, street activity is lively with varied uses that include apartments, restaurants and small retail.

Beyond 148th Avenue, large-scale buildings are mixed with older, small-scale buildings. The majority of land uses are auto-oriented in character and many buildings are set back from the property line to accommodate parking lots in front. Also included in this area are a fair number of residential units and a four-story office building.

3.2 Demographics

3.2.1 Summary

The population of San Leandro grew by 16.5 percent (11,000 people) during the 1990s, outpacing growth in Alameda County. At the same time, the housing stock grew by only 3.6 percent, or 1,145 units. Reflecting this increase in demand for housing, rents and the price of home sales increased rapidly over the 1990s. Between January 1998 and December 2001, the median home price in San Leandro increased by 80 percent. While rents have stabilized, the median price of home sales continues to increase, albeit at a more moderate pace.

The three most significant demographic trends in San Leandro during the 1990s were the increases in portions of the post-child rearing population, the major growth in San Leandro's youth population, and substantial increase in both the 'baby boomer' population (ages 45 to 54 years) and the 'frail elderly' population (over 85 years). The youth population (below 20 years) increased by 36 percent. An increase in household size between 1990 and 2000 also reflects this trend. At the same time, the population of young adults (ages 25 to 34 years), actually decreased.

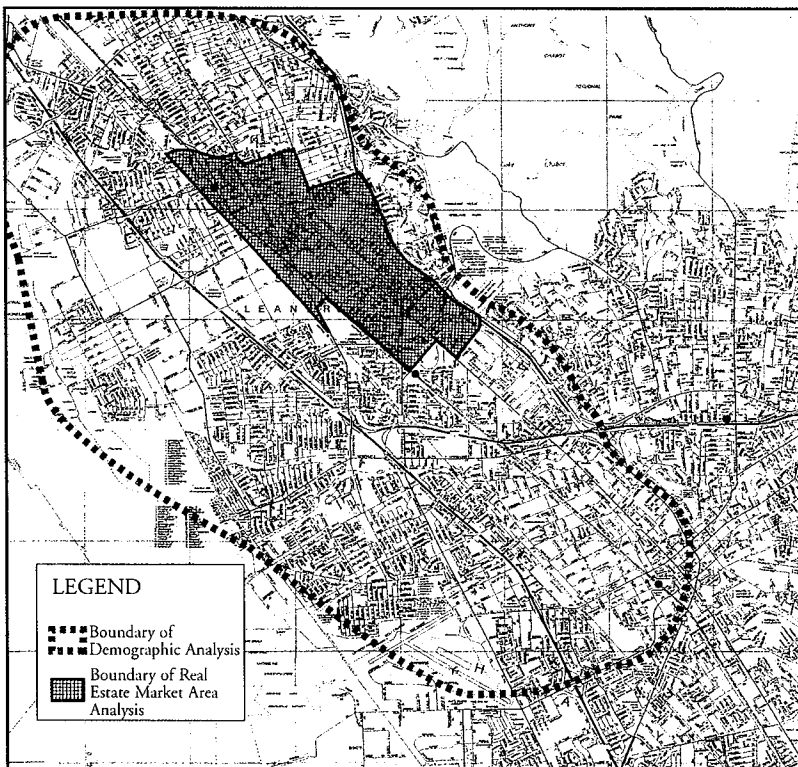


Figure 3.14: Boundaries of Demographic and Real Estate Market Analysis

Furthermore, General Plan data covering the period from 1980 to 2000 shows that significant demographic changes occurred within San Leandro as well. San Leandro became much more ethnically diverse as the number of Asian, African-American and Hispanic residents rose from 21 percent of the population in 1980 to 54 percent in 2000. This diversity mirrored in the demographics of local schools and cultural institutions. In 2000, a language other than English was spoken in more than 25 percent of the City's households.

The housing built during the 1990s was almost exclusively single-family detached units, meeting the needs of some of the new family households at higher income levels. Almost no new multi-family rental projects were built in the 1990s, which is reflected in the loss of young adult population.

The following points compare the population of the East 14th Street corridor area with the populations of the City of San Leandro and the County of Alameda. As shown in Figure 3.14, the area along the corridor analyzed here for demographic purposes is somewhat larger than that of the official South Area planning area, in keeping with US Census tract boundaries.¹

3.2.2 Population Growth Rate

Over the 1990s, San Leandro experienced significant growth, with its population increasing from 68,223 to 79,452, a 16.5 percent increase. By comparison, Alameda County grew by 14.6 percent during the same period. In the previous decade of the 1980s, San Leandro grew by only 6.7 percent, while the County grew by 15.5 percent. During the 1990s, population growth in San Leandro caught up with and surpassed general population growth trends in Alameda County and the Bay Area generally (15.1 percent in the 1990s).

3.2.3 Household Size

Household size along the East 14th Street Corridor is somewhat smaller than that of the City as a whole. In 2000, the number of persons per household in the corridor was 2.38, while household size in San Leandro averaged 2.57 persons. The smaller household size along the corridor in 2000 is comparable to the City's average household size in 1990 (2.34 persons per household). During the 1990s, as over 1,000 single-family detached units were built in other parts

¹ All demographic figures are from the 1990 and 2000 US Census, except median income for the East 14th Corridor study area, which comes from Claritus, Household Trend Reports, 2002.

of San Leandro, household size in the City as a whole increased, but household size in the corridor remained smaller, consistent with the smaller units available.

3.2.4 Age

The age of the population of the East 14th Street corridor area is generally in keeping with that of the City. In 2000, the median age was 38.0 years in the corridor and 37.7 years in San Leandro. San Leandro's population is somewhat older than the County's (34.5 years).

In the City over all, the fastest growing age group was the 'baby boomer' generation between the ages of 45 and 54, which increased by 57 percent between 1990 and 2000. The 'frail elderly' population (over 85) was the second fastest growing group, increasing by 53 percent. The elderly population group between the ages of 75 and 84 also increased by 26.6 percent. In 2000, seniors comprised 16 percent of San Leandro's population, in comparison with 10 percent of the County's total population. There is thus already a serious need for additional senior housing in San Leandro, with the prospect of increasing need as the 'boomer' generation ages.

The youth population also grew substantially during the 1990s, as new families with children moved into San Leandro. The population of youth 19 years and younger increased by 36 percent between 1990 and 2000. In addition to the need for senior housing, there is also a need for larger family-sized housing in San Leandro.

Finally, the small number of young adults aged 25 to 34 (15.2 percent of the population), which actually declined during the 1990s, suggests a shortage of appropriate and affordable housing for people of this age.

3.2.5 Income

Incomes in the East 14th Street corridor are somewhat lower than that of the City average. Median income in the corridor increased from \$31,687 in 1989 to \$45,738 in 2001, a 44.3 percent increase (Claritas, Household Trend Reports). Median income in San Leandro grew from \$35,681 in 1990 to \$51,081 in 2000, a 43.2 percent increase.

3.2.6 Housing Tenure

In keeping with the higher incidence of multi-family housing along the corridor, the percent of owner occupied units in the area is much lower than in San Leandro over all. The percent of owner occupied units in the East 14th Street corridor area in 2000 was 45.7 percent,

while in San Leandro it was 60.6 percent. This was an increase from 58.5 percent owner-occupied units in the City as a whole in 1990 and reflects the type of housing units built in San Leandro during the 1990s- single-family detached units.

3.2.7 Housing Type

The composition of housing units in San Leandro in 2000 was 59.8 percent single-family detached.² Another six percent of the housing units were single-family attached. 6.2 percent were in two- to four-unit buildings and 2.7 percent consisted of mobile homes. The remaining 25.3 percent were in multi-family buildings of five or more units.

The East 14th Street Corridor area has a significantly lower percentage of single-family detached units and a significantly higher percentage of multi-family structures. In 2000, only 41.0 percent of the housing units were single-family detached, 8.8 percent were single-family attached and three percent were mobile homes. 9.7 percent were in two- to four- unit buildings, while the remaining 37.2 percent were in structures with five or more units.

During the 1990s, 1,145 new units were built in San Leandro. Of these, 94 percent were single-family detached homes. San Leandro has a higher percentage of single-family detached homes than Oakland, Berkeley, Alameda and Hayward and a lower percentage than Livermore, Pleasanton, Union City, and Fremont.

3.3 Real Estate Market Conditions

3.3.1 Summary

The East 14th Street Corridor area offers an excellent opportunity for in-fill multi-family housing. The attached for-sale market has already been established in other parts of San Leandro and on East 14th Street in southern Oakland. Both based on financial feasibility analysis and according to developers interviewed for this project³, the demand for attached for-sale housing in the greater market area is sufficient to support such development at current land prices on the corridor.

The rental market, however, is not currently strong enough to sup-

² All information regarding housing type from the City of San Leandro Housing Element, *Administrative Draft*, July 2002.

³ Comments made by the developers interviewed in the course of the Developer Symposium, held to gain the perspective of different types of real estate developers working in the East Bay, are summarized in: *Appendix 1: Results of the Developer Symposium*.

port new market-rate rental development. Some amount of subsidy will be needed to assist the development of affordable family housing projects and senior housing projects, both of which are in great demand. The large population of 'frail elderly' people in San Leandro and the start of the aging of the 'baby boom' generation points to a serious need for increased elderly housing in San Leandro. There is also a need for affordable family housing, as the rapid acceleration of housing costs in San Leandro in the late 1990s has increased the burden of housing for low and very low income households.

Both the retail and office markets are currently rather weak along the corridor. In order to create a stronger retail environment, retail development should be concentrated in specified nodes of retail and mixed use development located strategically along the corridor. The extremely low retail rents indicate a mismatch between the continuous commercial zoning along either side of the corridor and the real estate market demands for such properties in a strip commercial corridor setting in San Leandro. Older, outmoded retail between these nodes should be allowed to redevelop as residential as it becomes moribund. While the office market is currently too weak to support any new development, it is likely that the area around San Leandro Hospital will eventually become an attractive location for small medical-oriented office development.

3.3.2 Housing

Throughout the 1990s, almost all housing constructed in San Leandro consisted of single-family detached units. Of 1,145 units added, only 41 were multi-family housing. No market rate rental projects were built during the 1990s, and almost all of the affordable rental housing built was targeted to seniors and developmentally disabled adults. This was part of a larger development trend in the outer parts of the Bay Area during the 1990s.

Prices and rents for housing in San Leandro escalated rapidly in the late 1990s. Between January 1998 and December 2001, the median price for a home in San Leandro rose 80 percent. The current median resale price for a single-family detached home is above \$350,000. Several new rowhouse projects are selling from \$350,000 to \$425,000 per unit. New condominiums just north of San Leandro on East 14th in Oakland are selling from \$255,000 to \$355,000.⁴

The older rental housing in San Leandro is also at a premium. A

⁴ Strategic Economics, City of San Leandro Economic and Land Use Analysis, April 2000

survey of 3,061 units performed in April through June of 2002 found that the average rent for units was as follows: \$895 for a studio, \$966 for a one-bedroom, \$1,200 for a two-bedroom/one bath, \$1,340 for a two-bedroom/two bath, and \$1,550 for a three bedroom. These averages were also representative of those project surveyed in the East 14th Street corridor. The vacancy rate was approximately 2.2 percent.

The relatively high rents for older rental housing and lack of multi-family development during the 1990s points to the need for new multi-family rental housing projects. However, as the development feasibility analysis found, rental demand is not yet strong enough to meet current land costs in the corridor (see Section 4.3.4 and *Appendix 4: Development Case Studies*). Until that time, new rental projects on the corridor are likely to need subsidies to become developable. Subsidized affordable family projects would serve the growing number of young larger families in San Leandro.

According to the San Leandro General Plan, 35 to 40 percent of San Leandro's households are 'low income' or 'very low income.'⁵ These households will need assistance to afford housing under current market conditions in San Leandro. Additionally, different types of senior housing, including subsidized affordable units, would provide the large population of elderly single-family homeowners with a more appropriate housing alternative within the community, as well as making more single-family detached homes available for families. Proximity to the San Leandro Hospital and retail uses could also be a significant amenity for older people.

3.3.3 Retail Space

Rents for storefront retail space in the East 14th Street corridor study area range, on average, from \$1.00 to \$1.20 per square foot per month, although some spaces rent for as low as 80 cents a square foot. By comparison, retail rents in the Downtown area average around \$2.50 per square foot per month and \$2.50 to \$3.00 per square foot per month at Bayfair Mall.⁶

Of the 125 retail goods businesses along the corridor and its immediate side streets, 44 are auto-related. There are also 117 non-professional retail services businesses in the corridor. Of these business, the single largest category consists of 18 beauty salon or barbers.

A recent analysis of trends in sales tax growth in San Leandro over

⁵ In Alameda County, a household of four earning less than \$53,850 a year is "low income," and a household of four earning less than \$37,700 a year is "very low income".

⁶ Research performed in July of 2002.

⁷ Strategic Economics, City of San Leandro Economic and Land Use Analysis, April 2000.

the 1990s found that retail sales tax revenues grew much less than business-to-business sales tax revenues.⁷ This trend was also true for the East 14th Street corridor, specifically. The report suggests that, as a general economic strategy, the City should also focus on attracting and retaining businesses serving other businesses, rather than focusing exclusively on retailers.

The low rents and mix of retail types along the street suggest that this is a somewhat weak retail location, especially for neighborhood-oriented goods and services. In order to reposition the corridor and create a stronger retail environment, areas with more marginal retail space should be allowed to redevelop as residential or mixed-use land uses and new retail development should be directed into more concentrated target areas or "nodes".

A preliminary analysis of retail demand in the East 14th Street corridor found that the new residents of developments on opportunity sites identified in this study could support an additional 2,000 to 4,000 square feet, approximately, of grocery store and an additional 2,500 to 4,750 square feet, approximately, of restaurant. While the additional square footage of grocery is not enough to constitute a new store on its own, the demand for restaurants could support from one to five new restaurants in the corridor, depending on the type and size of restaurant. There is also an indirect benefit from new residential development coming into the corridor, as new roof tops and new development activity in general, attracts the attention of other developers, both residential and commercial.

Please refer to *Appendix 4: Development Case Studies* for the full discussion of new retail likely to be supported by the new residents that future housing development would bring to the corridor.

3.3.4 Office

Rents for small office space up and down the corridor range, on average, from \$1.00 to \$1.35 per square foot per month. However, in certain parts of the corridor office space rents for as low as \$.80 per square foot, while around San Leandro Hospital rents as high as \$2.25 are being sought, albeit unsuccessfully.⁸

Approximately 25 percent of all retail goods and services businesses on the corridor are medical-related. Prior to the most recent downswing in the commercial real estate market, the area around the hospital was attracting new investment in medical-oriented office space. A small amount of medical-oriented office near the San Leandro Hospital may once again become feasible in the near future.

3.3.5 Current Development Proposals

Development activity along the corridor at the time of writing of this report

⁸ Research performed in July and August of 2002.

is limited to two projects:

1. The Fuller Gardens project is a residential development for the developmentally disabled just south of Blossom Way, on the east side of the street. The project includes 16 affordable residential units.
2. A 13,650 square-foot Walgreens store and a small amount of additional retail is currently under construction as part of the redevelopment of the Palma Plaza strip center site. Please refer to *Appendix 4: Development Case Studies*, for a more detailed discussion of this proposal.

3.4 Transportation Assessment

The following section addresses the existing transportation conditions along the East 14th Street Corridor within the study area (between Maud Avenue and 150th Avenue). Following are the key findings:

- The corridor carries approximately 20,000 vehicles per day with minimal traffic delays;
- East 14th Street is a key transit corridor with approximately 3,000 transit trips beginning or ending along East 14th Street within San Leandro;
- Pedestrian conditions overall are inadequate, particularly in light of the General Plan goals for a more pedestrian- and transit-oriented environment within the corridor. Distances between marked crosswalks are generally between 1,000 to 1,700 feet. Pedestrians may walk long distances or cross at unmarked crosswalks;
- Despite a perception of limited parking on the corridor, the supply of on-street parking is generally only about 30% occupied, according to mid-day and late afternoon parking counts conducted by City staff; and
- San Leandro's Bicycle Plan specifically targets Bancroft Avenue as a route for north/south travel rather than East 14th Street.

3.4.1 Vehicular Circulation

East 14th Street is designated as an arterial street by the City's General Plan and is designated as State Route 185 by the California Department of Transportation (Caltrans). In general, arterial streets serve as the basic network for through traffic in and around San Leandro and are intended to provide connections between the free-ways and major destinations in the City.

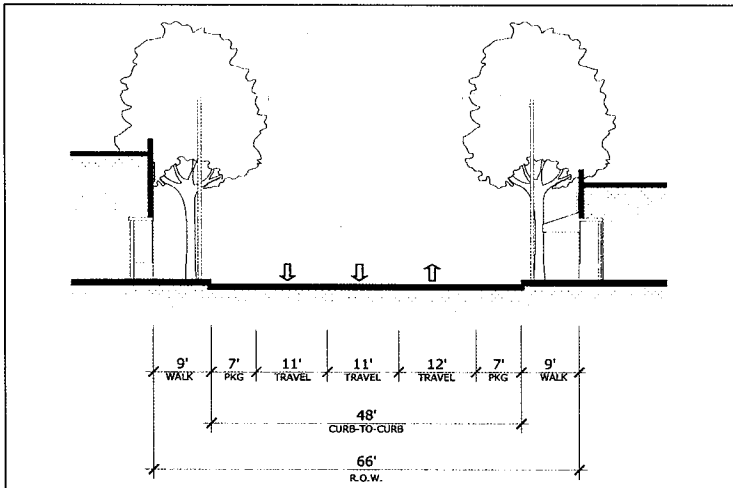


Figure 3.15: Existing cross section north of Blossom Way

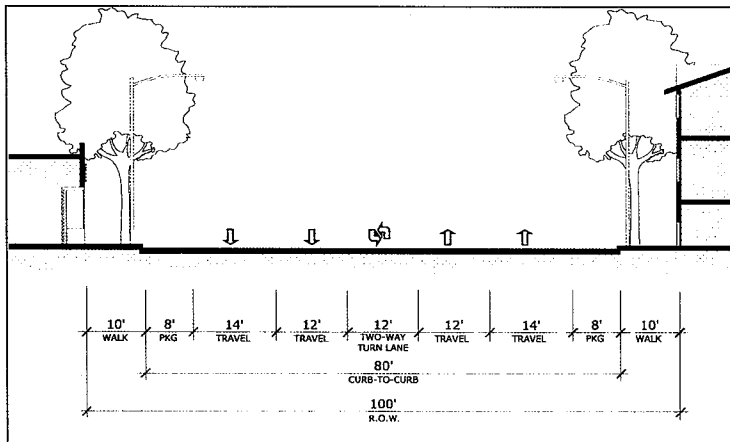


Figure 3.16 Existing cross section south of 135th Avenue

Depending on adjacent land uses and traffic volumes, arterial streets may be two, four or six lanes. Between Maud Avenue and Blossom Way, East 14th Street has three travel lanes (two lanes southbound and one lane northbound), and five lanes (two travel lanes in each direction and a center turn-lane) south of Blossom Way (also see Figures 3.15 and 3.16).

South of San Leandro Boulevard, East 14th Street is designated as a "through route" for truck traffic; north of San Leandro Boulevard, the street is designated as a "local" truck route. East 14th Street is one of three arterials in the City under the jurisdiction of Caltrans. "Through routes" are designated to allow for oversized loads up to 14.5 feet in height to be transported off the freeway network where overhead structures may interfere with loads of such size. "Local routes" are limited to use by trucks that need to make deliveries in the area.

Average Daily Traffic Volumes on E. 14th (Year 2000)	
Durant to Davis*	22,700
Davis to San Leandro Blvd.	18,750
San Leandro Blvd. to Hesperian	21,800
Hesperian to Fairmont*	24,900

* not in study area

Table 3.1: Average Daily Traffic Volumes

Average Daily Traffic

East 14th Street carries between 18,000 and 22,000 vehicles per day within the study area. In comparison, portions of Davis Street, MacArthur Boulevard and Marina Boulevard carry over 37,000 vehicles per day, while Bancroft Avenue (between 136th Avenue and East 14th Street) carries less than 10,000 vehicles per day. Average daily traffic volumes for East 14th Street are presented in Table 3.1.

Level of Service (LOS) at Key Intersections within Study Area *				
	2000		2015	
	AM	PM	AM	PM
E. 14th / San Leandro Blvd.	B	C	B	C
E. 14th / Hesperian / Bancroft	B	C	B	C

* Assumes current lane configurations are maintained.

LOS Interpretation
A = Free Flow / Insignificant Delays
B = Stable Operation / Minimal Delays
C = Stable Operation / Acceptable Delays
D = Approaching Unstable / Tolerable Delays
E = Unstable Operation / Significant Delays
F = Forced Flow / Excessive Delays (jammed)

Table 3.2: Level of Service at Key Intersections

Level of Service (LOS)

Level-of-service (LOS) is one way of measuring the operating conditions of roadway intersections, ranging from "A" (indicating free flowing conditions) to "F" (indicating excessive delays), as defined in Table 3.2. The 2000 General Plan traffic analysis found that most streets in San Leandro operate at LOS of D or better, and the City's official goal, as contained in the General Plan, is to maintain an LOS of D or better.

Study Intersections

Traffic operations are typically evaluated at stop-controlled intersections, since that is where delays to motor vehicles are most likely to

occur. For assessment of traffic conditions on East 14th Street in the study area, two intersections were selected:

- East 14th Street/ San Leandro Boulevard, and
- East 14th Street / Hesperian Boulevard.

These intersections were selected because they are the intersections expected to experience the highest traffic volumes within the corridor (and therefore likely to experience the greatest delay). In addition, the intersections were chosen based on the limited resources for traffic data collection on this project, and the availability of traffic counts and evaluations for these study intersections from the General Plan Update in 2000. During the General Plan update, these intersections were chosen in part to demonstrate the “worst case” for evaluating traffic conditions within the corridor.

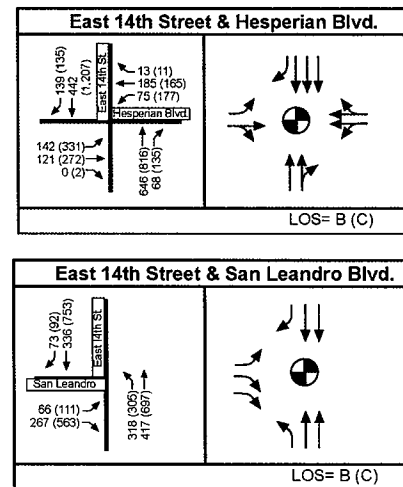
The two intersections were found to operate at an LOS of “B” (indicating stable operations) during the AM peak period and LOS “C” (also indicating stable operations) during the PM peak period. It is expected these intersections will maintain stable operations (Figures 3.17 and 3.18), taking into account the impact of future development within the corridor as envisioned by the General Plan for the year 2015. Additionally, the level of development proposed by the Development Strategy is expected to result in fewer vehicle trips than was evaluated by the General Plan, since the development strategy recommends a greater level of residential development, and reduced commercial development, than was considered during the General Plan analysis. Residential land uses generally produce fewer trips than comparably sized commercial land uses, such as retail establishments.

Typical Lane Configurations

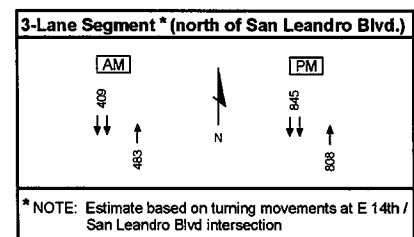
As noted above, two types of lane configurations are provided within the study area:

Three-Lane Segment (two lanes southbound, one lane northbound) north of Blossom Way

For the three-lane segment (see Figure 3.15), traffic volumes are relatively equal in both directions during AM and PM peak periods (as shown in Figure 3.19), indicating that the provision of additional southbound capacity may not be necessary. For this segment, it may be desirable to convert to one travel lane in each direction, with a two-way left-turn lane. Further study would be recommended to evaluate traffic operations at least one study intersection within the three-lane segment.



Figures 3.17 (top) and 3.18: L.O.S. at study intersections.



Figures 3.19: Average Daily Traffic Volumes

Five-lane segment (two travel lanes in each direction and a two-way left-turn lane) south of Blossom Way

For the five-lane segment of East 14th Street (see Figure 3.16), no significant existing traffic concerns were identified. In other cities, streets carrying up to 20,000 vehicles have been found to function adequately with as few as three lanes (including a two-way left-turn lane). However, several workshop participants pointed out that turning maneuvers out of the two-way left-turn lane cause dangerous conditions in some locations (e.g. at the new U.S. Post Office).



Figure 3.20: Transition Zone

Transition Zone

Currently, the transition from three to five lanes occurs between Blossom Way and 135th Avenue. Between these two intersections the overall right-of-way width changes from 66 feet to 100 feet, the typical width south of 135th Avenue. The transition between the three and the five-lane configuration of East 14th Street is facilitated through an approximately 600-foot long roadway taper. In addition, at the northern end of the transition zone a change in posted speed occurs. For north of Blossom Way the posted speed limit is 25 mph, continuing into the Downtown, while south of Blossom Way and throughout the remainder of the corridor the speed limit is 35 mph in both directions.

Location Specific Lane Configurations

Two blocks on East 14th Street, at the Storm Block and Eden Center, are uniquely configured in that buildings are set back from the street to accommodate a local access lane and parking in front of businesses. Figures 3.22 and 3.23 illustrate the different conditions at either of these two locations. Please refer to *Appendix 8: Site Specific Design Solutions for the 'Storm Block' and 'Eden Center,'* for a more detailed discussion.

Parking

A key element of this planning effort is to ensure that the amount and location of parking is appropriate for fostering pedestrian- and transit-oriented development. The General Plan includes a policy to establish parking requirements that contemplate the desire to promote a more friendly pedestrian environment. Requiring an overabundance of parking may impact the viability of new development and conflict with efforts to improve pedestrian circulation, encourage higher density development and facilitate travel by walking, transit, and bicycle.

Concerns about on-street parking, particularly on side streets, were frequently raised by San Leandro residents, both with regard to the potential impact of future development on parking supply, and on current concerns about the impact of high school student parking on

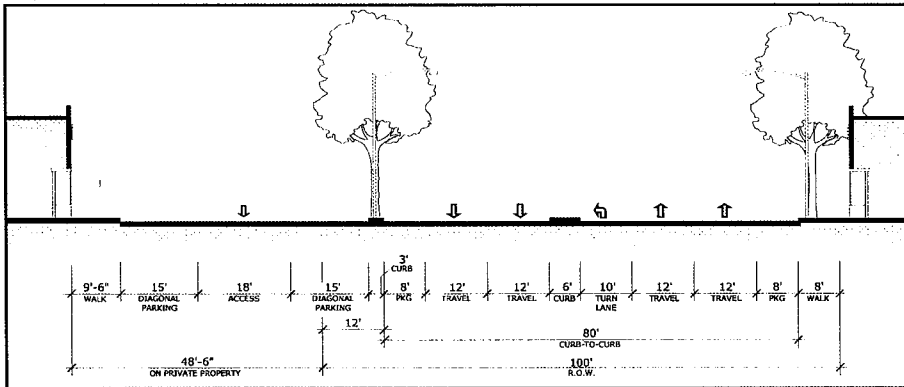


Figure 3.21: Existing street cross section between 143rd and 144th Avenues (Storm Block)

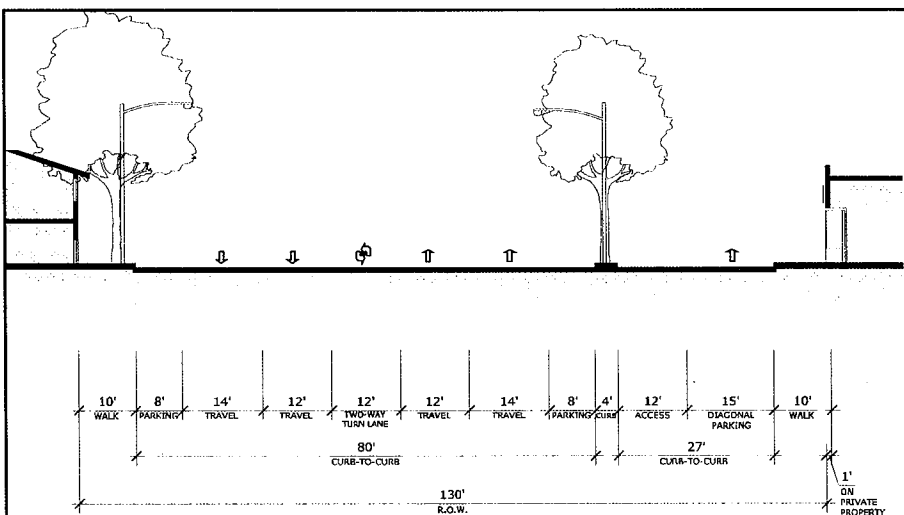


Figure 3.22: Existing cross street section at Eden Center

adjacent residential streets.

City staff conducted an inventory of mid-day parking occupancies along the corridor to determine the availability of on-street parking and to evaluate parking supply and demand. Parking along East 14th Street is generally designated with a two-hour limit. Key findings of the inventory are that:

- The overall supply of on-street parking was only about 30% occupied during mid-day (12:00 pm to 1:30 pm) and late afternoon (3:00 pm to 4:30 pm); and
- On-street parking was underutilized, even in close proximity to off-street parking facilities that were essentially full, perhaps indicating a reluctance to walk along the corridor. This may be interpreted as a need for improvement of pedestrian conditions in the study area (i.e., sidewalks and crossings).

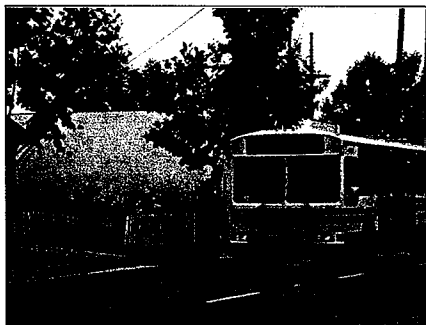


Figure 3.23: AC Transit Route 82 serves the South East 14th Street Corridor

3.4.2 Public Transit

The General Plan calls for continued efforts to promote East 14th Street as the principal north-south transit route through San Leandro. AC Transit's No. 82 bus line (Figure 3.24), which serves the East 14th Street South Area Corridor and provides service north and south of San Leandro, serves 40,000 passengers daily, with over 3,000 passengers originating or arriving in San Leandro. Transit riders on East 14th Street tend to take relatively short trips along the corridor, unlike BART passengers taking longer trips.

AC Transit is currently planning to introduce Bus Rapid Transit (BRT) service to East 14th Street in the near-term future. For more information, refer to *Appendix 9: Discussion of Proposed Bus Rapid Transit*. City staff has worked closely with AC Transit staff to further study the feasibility of the BRT project along the East 14th Street corridor in San Leandro.



Figure 3.24: Jay-walking across East 14th Street is encouraged by large distances between crosswalks

3.4.3 Pedestrian Circulation

Pedestrian conditions along the corridor are a key issue of consideration. This is reflected by goals for the East 14th Street Corridor expressed in the 2000 General Plan and additional goals developed by the South Area Advisory Committee. This supports the notion that pedestrian access is a major factor in the intended revitalization of the corridor.

Key shortcomings with respect to the existing pedestrian environment on East 14th Street include the following:

- In general, the existing sidewalk widths of 9 to 10 feet north/south of Blossom Street do not provide sufficient space to support the basic access and circulation functions required for higher levels of pedestrian activity in a pedestrian- and transit-friendly environment. Although East 14th Street is a relatively busy street, it is conceivable that people would feel comfortable frequenting an outdoor café in close proximity, to the street, if wider sidewalks were combined with a publicly accessible plaza.
- Large distances between marked crosswalks make it uncomfortable for pedestrians to cross the street. Marked crosswalks along East 14th Street are provided between 1,000 to 1,700 feet apart along most stretches of the corridor (see Figure 6.6 in Chapter 6). In order to create a more pedestrian-oriented environment, it would be desirable to locate marked and/or signalized crosswalks every 600 feet or less.
- In addition, the connectivity between neighborhoods on oppo-

site sides of the Street is further diminished by the high frequency of T-intersections, which lack an immediate neighborhood street on the opposite side of the intersection. The existing pedestrian sidewalk environment is also negatively impacted by the large number of properties in the corridor that have car-oriented land-uses with street-fronting parking areas and buildings set far back from the property line. This condition visually expands the space allocated to vehicular traffic.

- Finally, sidewalks along the popular Storm Block (between 143rd and 144th Avenue) and Eden Center (between 146th and 148th Avenues) are set back enough from the street edge to accommodate a local access lane and parking (see Figure 3.22 and 3.23). Pedestrians intending to continue walking along East 14th Street are either forced to use a 3-foot wide planting strip next to on-street parking or to cross the poorly defined access lane and parking area in order to reach the sidewalks along the setback buildings on these two blocks. This configuration is not compliant with existing ADA standards for accessible routes in the public right-of-way.

3.4.4 Bicycle Facilities

The City's Bicycle Plan designates Bancroft Avenue, which parallels East 14th Street one block to the east, as a key bicycle route serving north/south travel in this part of the City of San Leandro. In addition, a short segment of East 14th Street, between 136th and 143rd Avenue, is recommended as a Class III bicycle route (which indicates shared lanes with motor vehicles, but no separate bicycle lanes), providing a connection between Bancroft Avenue and Washington Avenue. There are no bicycle lanes on East 14th Street within the study area. As the East 14th Street Corridor evolves, with additional residential and commercial uses as envisioned by this plan, it may be more imperative to provide bicycle support facilities (such as adequate bicycle parking).

4.

East 14th Street South Area Corridor Concept Plan

This Chapter includes two main components: 1) the Corridor Concept Plan, and 2) Illustrative Opportunity Site Development Studies. The Corridor Concept Plan defines and outlines the intended future character for five distinct South Area Districts, and identifies the locations of potential sites for new development in each of the districts. The Illustrative Opportunity Site Development Studies describe through sample projects a range of possible approaches for future development on different types of sites.

The concept of planning the corridor as a series of districts originated with the General Plan Update, which identified a number of activity nodes along East 14th Street, e.g. a health and wellness area around San Leandro Hospital, and a cultural area with the Bal Theater at its center. This concept of activity nodes resulted in the definition of five East 14th Street South Area Districts.

The Illustrative Opportunity Site Development Studies are based on the identification of opportunity sites with comparable site characteristics and the preparation of prototypical illustrative designs for future development on such sites. In addition, all studies included a market feasibility assessment for the proposed development type and, at a corridor-wide level, the assessment of potential transportation impacts (traffic volumes and level-of-service on East 14th Street, and parking). The design studies are intended to ensure that the South Area Development Strategy and its development regulations are realistic and will not act as a barrier to future development.

4.1 East 14th Street South Area Districts

The Corridor Concept Plan (Figure 4.1) illustrates the extent of the five East 14th Street South Area Districts. These were identified based on the findings of the Assets, Needs and Opportunities Assessment and through discussions between the consultants, members of the SAAC, City staff, and the public. The Districts are as follows:

1. Southern Downtown District (between Maud and Sybil Avenues),
2. McKinley Residential District (between Sybil Avenue and San Leandro Boulevard),
3. Palma District (between San Leandro Boulevard and 141st Avenue),
4. International & Cultural District (between 141st Avenue and Lillian Avenue), and the
5. Gateway District (between Lillian and 150th Avenues).

The South Area Advisory Committee discussed desired future land uses and design characteristics for the new development in each district, which led to the formulation of the District Land Use Table (Table 4.1). The Matrix summarizes land use categories and gross development intensities of such land uses deemed most appropriate and consistent with the vision of the future development in individual districts and the corridor as a whole. As land uses have a major influence on the character of a given district, the matrix represents an important tool for achieving the desired land use mixes in the five South Area Districts. The matrix addresses the following major use categories by district:

1. Neighborhood-Serving Retail
2. Community and Regional-Serving Retail
3. Office
4. Live/Work
5. Residential
6. Civic

Allowed first and upper floor uses vary by district to reflect the desired character for the districts. The matrix furthermore distinguishes between primary and secondary frontage of a building (see Figure 4.1 for the extent of the two frontage categories).


While the District Land Use Matrix reflects desired land uses at the district level, the San Leandro Zoning Code will regulate in greater


detail what specific uses are allowable on a given site. To most effectively achieve desirable land uses for East 14th Street, it is proposed to create three new Zoning Districts for future adoption into the San Leandro Zoning Code (also see discussion in Section 5.1.1).


The following sections describe the identified corridor districts and desired land use and design characteristics for future development.


District Land Use Table	Southern Downtown District	McKinley Residential District		Palma District		International & Cultural District		Gateway District	
Proposed New Zoning	CD	SA-2	SA-2	SA-1	SA-1	SA-1	SA-1	SA-3	SA-3
PREFERRED USES									
Ground Floor Uses	All Frontages	Primary Frontage	Secondary Frontage	Primary Frontage	Secondary Frontage	Primary Frontage	Secondary Frontage	Primary Frontage	Secondary Frontage
Neighborhood-Serving Retail									
Less than 5,000 sq. ft.									
5,000 to 10,000 sq.ft.									
Community-Serving Retail									
Less than 10,000 sq. ft.									
10,000 to 25,000 sq.ft.									
Greater than 25,000 sq.ft.									
Office									
Less than 10,000 sq.ft.									
10,000 sq.ft. to 25,000 sq. ft.									
Greater than 25,000 sq. ft.									
Live/Work									
Residential									
Civic									
Upper Floor Uses:									
Neighborhood-Serving Retail									
Office									
Live/Work									
Residential (including senior housing)									

LEGEND

 Preferred Use

 Compatible Use

 Potentially Compatible

 Incompatible Use

NOTES:

1) This is summary information only and is intended to generally reflect the policy preferences of the Development Strategy. Please see Zoning Code for more specific requirements not listed here.

2) City staff will identify the most appropriate Design Guidelines that may apply to any particular development proposal and will be used in conjunction with Zoning Code requirements during the site design process.

3) In most cases, the City's Site Plan Review process will be used to ensure that proposed developments are consistent with any development proposal

4) City staff should be consulted on the most appropriate and preferred types of non-ground floor uses in any SA District.

Table 4.1: District Land Use Table

4.1.1 Southern Downtown District

Although this plan identifies this as a separate district within the South Area, the City recommended that the same zoning for the existing Downtown (CD – Commercial Downtown) be applied to this district. The rezoning to CD was formally adopted by City Council in February 2004.

The Southern Downtown District (between Maud and Sybil Streets) was named for its close proximity to San Leandro's Downtown. At one point during the process it was considered to view this segment of the corridor simply as an extension of the Downtown area. However, based on the Assets, Needs and Opportunities Assessment, which found several distinct differences between the area between

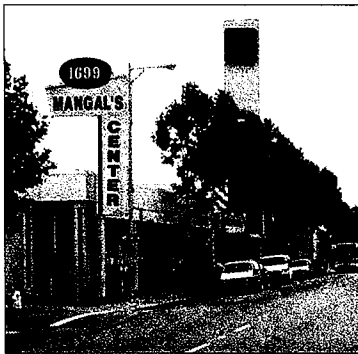


Figure 4.2: Typical retail storefront in the Southern Downtown District

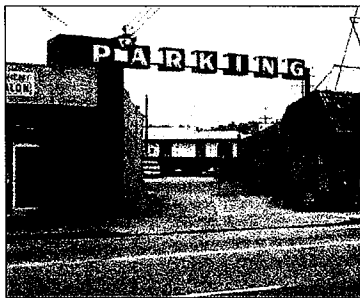


Figure 4.3: Parking in the rear of street facing stores in the Southern Downtown District



Figure 4.4: Car sales lots break up the streetfront character following from the downtown district



Figure 4.5: The 'Trailer Haven' mobile home park is one of the larger residential developments.

Maud and Sybil Avenues and the downtown development to the north, it was decided to address this area as a district of its own.

The Southern Downtown District is characterized by a street frontage of façades which are less continuous than those of the downtown. Buildings are often separated by side yards and built at an angle to East 14th Street. This pattern is different from the continuous frontage of mostly one-story retail buildings built on the property line along the East 14th Street in the downtown district (Figures 4.2 and 4.3). Several used-cars lots and other auto-oriented services can be found in the Southern Downtown which constitutes a major difference to the more pedestrian-oriented character of retail and commercial found in the downtown (Figure 4.4).

The South Area Development Strategy suggests that auto-oriented uses and car sales lots be phased out over time and to simultaneously encourage mixed-use (commercial/residential) development that continues the pattern of small to medium-scale retail similar to the downtown, but accommodates new residents in units above the first floor. Residential uses should be limited to upper floors as it is important to reserve the first floor for uses that add to the vitality of the interaction between building and street. The location of civic uses in this district is encouraged to further enhance its transition to a true downtown destination. The scale of new retail uses should be limited to a preferred maximum size of 25,000 square feet, while first floor office should not exceed 10,000 square feet. Targets for allowable size of uses and their location within the building are set forth in greater detail in the District Land Use Matrix.

4.1.2 McKinley Residential District

Today, the area that comprises the McKinley Residential District (between Sybil Avenue and San Leandro Boulevard) displays a wide variety of building types and uses. The western edge of East 14th Street within this district is dominated by used-car lots and two larger residential developments, the Sandpiper development and the Trailer Haven mobile home park (Figure 4.5), which are both separated from the street by a fence, wall or some landscaping. The two-story residential dwellings of the Sandpiper development represent the only multi-story structures on this side of the street. The eastern portion of East 14th Street in this district has a wide range of building heights (between one and four stories), varying building orientation and frequent changes in land use, ranging from civic (McKinley Elementary School), to retail, car-services, and residential multi-family.

The South Area Development Strategy rezones the McKinley District to SA2 to encourage the transformation of the area into a district dominated by residential development, complemented by

some first floor neighborhood-serving commercial and community services. The latter are limited in size to a preferred maximum of 5,000 square feet to further encourage the local-serving character of such businesses and services. Preferred upper floor uses include residential with exception of possible live/work units.

This approach to the McKinley District will simultaneously address two issues critical to the future development of the corridor. First, the new residential development will add buyers of goods and services which will help the viability of existing businesses and allow for some additional retail to come to the corridor. Secondly, it will reduce the amount of land zoned for commercial only and will consequently shift the focus to those parcels in the corridor zoned for commercial uses as part of vibrant mixed-use commercial nodes.

This approach is supported by the economic analysis of demographics and market demands conducted as part of the *Assets, Needs, and Opportunities Assessment*. The study concluded that the East 14th Street South Area, like many other similar corridors, can no longer support a continuous strip of property zoned as commercial (CC) and that it would be particularly difficult to attract new retail establishments at the high-quality level desired by the community (please refer to the discussion of future retail demand in *Appendix 4: Development Case Studies*).

Moreover, the suggested transformation of this particular area into a residential district was based on the strong residential land use component that already exists and the presence of the McKinley Elementary School, which complements residential activity in the district. The scale of the uses should conform to the targets set forth in the District Land Use Matrix.

4.1.3 Palma District

The Palma District, located between San Leandro Boulevard and 141st Avenue, is characterized by a number of large parcels consisting of shopping centers, auto-related uses and health care facilities. The district is easily accessed by San Leandro Boulevard. Significant development in the district is the Palma Plaza Shopping Center at the corner of 136th Avenue and San Leandro Hospital.

This district most clearly presents an opportunity for the incremental development of community core for the East 14th Street South Area. This assessment is not only based on the number of large-scale opportunity sites that were identified in this district, but also on the extensive healthcare uses located here, the excellent access, and the commitment to retailing by district businesses and on-going planning for further retail activity in the district.



Figure 4.6: The Palma Plaza Shopping Center



Figure 4.7: San Leandro Hospital

The opportunity sites total almost 7 acres in the district. The site of the Palma Plaza Shopping Center (Figure 4.6), located at the corner of 136th Avenue, is already in the process of redevelopment with a Walgreens store and other retail buildings. The adjacent 'Freitas Site' of about 2.8 acres of vacant land represents the catalyst sites that have the potential for bringing quality retail and residential development as desired by the community.

In addition, it is expected that San Leandro Hospital (Figure 4.7) will continue to draw other health care and wellness-oriented businesses to the area. While the hospital itself may build on its current presence, the area around the hospital also represents one of the several activity nodes identified during the process for the General Plan Update.

All future development activity in this district should support the chief goal for this district of creating a viable and vibrant center for the East 14th Street South Area. The encouraged residential mixed-use development on the Freitas (see *Appendix 4: Development Case Studies*) and other sites is intended to support this goal by adding new residents (and consumers) to the area. For this reason, the District Land Use Matrix indicates for the Palma District the widest variety of allowable land uses and land use intensities of all districts. This also extends to the upper floors where all considered uses are potentially allowable.

However, community and regional serving retail are allowed up to 25,000 square feet (conditional-use permit required for 25,000 sf tenant spaces) to fulfill the community's desire for a center that first and foremost addresses the needs of the local population rather than attracting consumers from neighboring communities. Such a program would also be consistent with the location of this area right between the larger retail centers of Downtown San Leandro in the north and Bay Fair to the south. In the Palma District (as in the Gateway District) office uses of more than 25,000 square feet are designated as potentially compatible. Although the market feasibility analysis indicates that the market for larger office developments is currently limited, the possibility of more office uses in the Palma District was not excluded for the long-term.

On the Freitas opportunity site, first floor retail and office uses are recommended to continue along side streets where residential development consists mostly of townhomes rather than single-family homes. Finally, the self storage complex opposite from San Leandro Boulevard represents a substantial challenge in the transformation of the area as it can neither contribute to the vitality of the street environment by attracting pedestrians activity nor by a pleasing architec-

tural presence. However, it should be noted that other uses may be difficult to locate on this property as it is directly located underneath high voltage power lines.

Targets for allowable size of uses and their location within the building are set forth in greater detail in the District Land Use Matrix.

4.1.4 International & Cultural District

The proposed International & Cultural District (between 141st Avenue and Lillian Avenue) has several characteristics that set it apart from the other districts. There are two block long retail centers with mostly ethnic stores (Figures 4.8 and 4.9). They are further set apart from the remainder of the corridor by their configuration, which includes off-street parking and a one-lane roadway that is separated from East 14th Street by a narrow tree-planted median. The former Bal movie theater, a landmark building, presents a major asset to the district for future development of a cultural component. At this point, however, the future of the building remains uncertain as earthquake retrofitting and land use issues need further assessment and investment. Aside from these unique features, the district contains a large number of small-scale, nondescript commercial buildings (Figure 4.10), mostly on the western side of the street. Many of these buildings accommodate marginal businesses, but have the potential to support businesses that would contribute more to the identity of the district.

Due to the limited number and the limited size of available opportunity sites as well as the high number of small properties, future change in this district will have to depend on façade improvements and building remodeling more so than in any other South Area district. Over time parcels may redevelop individually or be consolidated into larger developments. It is therefore suggested that City-sponsored programs (i.e. a façade improvements program) support this activity. The East 14th Street South Area design guidelines (see Chapter 5) will help to generate remodeling results that are consistent with the character desired for the district. The South Area Plan promotes the development of mixed-use buildings within the International & Cultural District (see District Land Use Matrix). Allowable first floor and upper floor uses as well as their desired intensities (up to 25,000 square feet of retail, and 10,000 square feet of office) are similar to those in the neighboring Palma District. However, all non-residential uses are prohibited from continuing along the secondary frontage as mostly single-family homes occur in proximity of the opportunity sites. Beyond locating mixed-use developments on the limited number of opportunity sites this goal can be achieved through incremental development.



Figure 4.8: The Eden Center has predominantly Asian stores

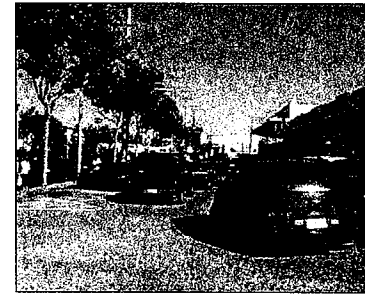


Figure 4.9: The 'Storm Block' carries a Hispanic flavor



Figure 4.10: Small retail establishments dot the western side of the street

Targets for allowable size of uses and their location within the building are set forth in greater detail in the District Land Use Matrix.

4.1.5 Gateway District

The proposed Gateway District, located between Lillian and 150th Avenues, is characterized by large setbacks, a large number of auto-oriented uses (Figure 4.11), and extensive areas of parking fronting onto East 14th Street. While many of these existing characteristics do not support the pedestrian-oriented and mixed-use goals of this Development Strategy, the district also includes a fair number of residential units and a 4-story office building (Figure 4.12). Properties are relatively large and several properties span the entire block between either East 14th Street and Bancroft Avenue or East 14th Street and Donna Street. It is likely that regional- and community-serving uses will continue to locate in this area given the larger scale of properties and the location of the district just to the north of the regionally important intersection of East 14th Street and 150th Avenue as well as its proximity to the Bay Fair Mall. The size of properties in this district can support buildings of greater height than most other parts of the corridor without them having an impact on adjacent residential uses. The design guidelines provide setbacks and massing requirements to protect abutting residential uses. Allowing taller buildings and more intense uses is also consistent with the district's location at the entry to the southern portion of San Leandro. The District Land Use Matrix reflects this by deemphasizing neighborhood-serving uses in this location and by indicating higher intensities for retail (greater than 25,000 square feet), and office (greater than 10,000 square feet) as preferred. This includes first and upper floors.

Despite its auto-oriented past it is envisioned that the district will incorporate a more pedestrian-friendly relationship to the street similar to that of all other districts in the corridor. This can be achieved through close observance and appropriate interpretation of the East 14th Street South Area Design Guidelines.



Figure 4.11: The Gateway District is dominated with auto uses such as Pepboys and Used Car lots



Figure 4.12: Multi-story office building in the Gateway District

The scale of the uses should conform to the targets set forth in the District Land Use Table (Table 4.1).

4.2 Opportunity Sites

Opportunity sites are sites considered more likely to experience new development or redevelopment activity in the relatively near term (5 to 10 years). They are critical to the goal of revitalizing the East 14th Street South Area. However, it should be emphasized that the list of sites identified as opportunity sites represents but a snapshot in time and that some sites may not become active for a long period. Also, property owners of sites that have not been identified as opportunities may come forward with development proposals, which should be considered according to the ideas, concepts, codes and guidelines of this Plan.

4.2.1 Selection of Opportunity Sites

For the purpose of the South Area Development Strategy, opportunity sites are defined as parcels or groups of parcels that may experience revitalization and reuse in the near- to mid-term future (within approximately 10 years). Consultants, staff, the Advisory Committee, and members of the public identified the opportunity sites shown in the Corridor Concept Plan (Figure 4.1). Key factors that affected the opportunity site selection process included the following:

1. Marketability of the subject site (discussed in greater detail in *Appendix 4: Development Case Studies*); and,
2. A mismatch between existing use (including vacant buildings or land) and the public's goals and desires for the corridor as expressed in General Plan policies and policies and actions that have been developed for this Plan.

The Corridor Concept Plan (Figure 4.1) illustrates the relationship of existing land uses, as well as the location and relative size of potential sites for future development.

It should be noted that the identification of a property as an opportunity site does not indicate that development will necessarily occur, nor that the respective property owner has expressed specific interest in developing or revitalizing the property in question. It is expected that the revitalization of the corridor will occur incrementally and mainly through market forces and the sum of decisions made by individual property owners, businesses, and private developers.

Nonetheless, the identification of sites that could potentially be redeveloped aids the process of formulating appropriate design guidelines

and other policies to ensure that future development is consistent with the community's overall vision for this area while at the same time realistic in terms of existing physical and economic constraints.

Furthermore, in some cases parcels in separate ownership were combined and represented as a single opportunity site. This should not be interpreted as an indication of intent by the respective current property owners to engage in assembly of such parcels, but rather as a possibility based on the future purchase of such properties by a prospective developer and that consolidation of the parcels would "make sense" given their current use and size.

4.2.2 Categories of Opportunity Sites

In total, thirty-four (34) opportunity sites can be identified throughout the corridor. The number of sites and their total land area vary between districts:

1. Southern Downtown:	3 Sites	44,000 sq. ft.
2. McKinley:	12 sites	324,000 sq. ft.
3. Palma:	7 sites	382,000 sq. ft.
4. International & Cultural	8 sites	300,000 sq. ft.
5. Gateway	4 sites	150,000 sq. ft.

It should be noted that although the total of opportunity site land area in the International & Cultural District is similar to that of the McKinley and Palma Districts, it is expected that it would be more difficult to develop several of the larger sites located in this district because of their particular parcel geometry (narrow width and significant depth) and unfavorable access situation.

The identified opportunity sites can be divided into three categories (see Figure 4.1).

A-Type Sites

18 smaller sites ranging from 0.2 to 0.6 acres (8,700 to 26,000 square feet). The Corridor Concept Plan identifies these sites with the designation "A" behind the site's serial number.

B-Type Sites

11 sites ranging from 0.6 and 1.8 acres (26,100 to 78,500 square feet). The Corridor Concept Plan identifies these sites with the designation "B" behind the site's number.

Specific Sites

All sites smaller or larger than A or B, odd-shaped sites, and sites that require special access considerations. An important example of such a site is the Freitas Property (Site 17, 2.6 acres) (please refer to

Appendix 2: List of Opportunity Sites for a complete list of all opportunity sites and their size and assumed program).

Sites within the first two categories are similar in their basic site characteristics, including lot size, depth, and shape, and therefore can be addressed by prototypical site design concept plans generally applicable throughout the corridor. Sites in the third category do not lend themselves to being addressed by prototypical concept plans and require a site-specific development approach.

In order to efficiently characterize what types of development project are desired for the future development of the corridor and its districts, prototypical development studies were prepared for sample opportunity sites of the A- and B-type categories and site-specific studies for two important sites in the “Specific Sites” category.

It should be emphasized, however, that the program and configuration of the illustrated prototypical developments will require adjustment to the actual conditions and location of each individual site, such as adjacent land use, circulation and access, landscaping, and the physical characteristics of buildings on adjacent parcels (building height, fenestration, and related privacy issues). Adjustments to the proposed prototypical development may include reductions or increases in building height, consideration of additional landscape buffers and other screening methods, variations in setbacks, and changes in first floor land uses. For example, in the McKinley Residential District, a B-type site may be an all residential project entirely without a retail or community service component, while the same kind of proposal for a B-type site in all other districts should have a retail/commercial component that encompasses the entire first floor or even office space on upper floors of the building. In this context, it is important to consult all pertinent chapters of the East 14th Street South Area document in order to develop the right approach for each individual site, including the District Land Use Table (Table 4.1), the San Leandro Zoning Code and its new south Area zoning designations (see *Appendix 3: East 14th Street South Area Zoning Matrix*), and the East 14th Street South Area Design Guidelines.

4.3 Illustrative Opportunity Site Development Studies

The consultants, City staff, and members of the SAAC identified three opportunity sites to take forward as case studies into the Illustrative Opportunity Site Development portion of the project. The chosen sites are particular suitability to exemplify potential development options for all other sites of the same type in the corridor (Site 13A and Site 7B), and/or for their specific importance as catalytic site for the future development of a specific district (Bellini and Freitas sites) and the corridor as a whole:

1. Site 13A - exemplary for all A-type Sites in the Corridor Concept Plans;
2. Site 7B - exemplary for all B-type Sites in the Corridor Concept Plan but also site-specific for development of the Bellini Foundation property; and
3. Site 17 - site-specific study of development options for the Freitas Property.

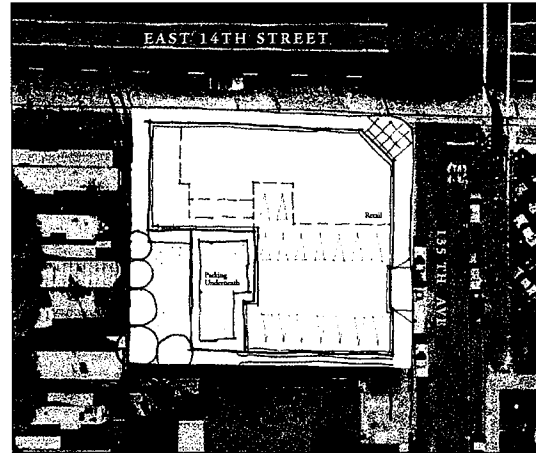
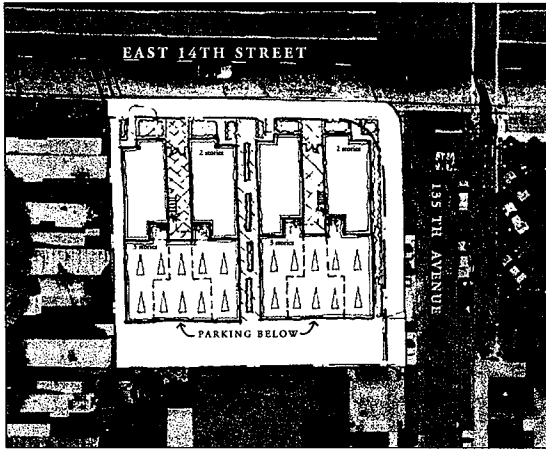
All prepared development scenarios are reflective of the Development Strategy's project goals, the South Area Design Guidelines for development on private properties, the newly established South Area parking strategies (see Section 4.4), and an assessment of financial feasibility as well as input from members of the SAAC and the general public.

The following sections give an overview of development options for each of the sample opportunity sites. Please refer to *Appendix 4: Development Case Studies* for a more detailed discussion and descriptions of the development/design studies for the selected sites. Materials presented there include site plans, site programming, building types, parking layout, and a financial feasibility assessment.

4.3.1 Illustrative Concepts for A-Type Sites

For the A-Type Sites between 0.1 and 0.5 acres, Site 13A was chosen for prototypical site design. The sample opportunity site is a corner parcel located in the McKinley Residential District and has approximately 13,000 square feet (0.3 acres) of land area. Four different site designs ranging in density from 23 to 36 dwelling units per net acre were formulated (Figures 4.13 through 4.15). The details of the different options can be found in *Appendix 4: Development Case Studies*.

1. Option A is a row of 5 townhomes oriented towards East 14th Street with one in-law unit each located above a 3-car garage. All garages are accessed from the side street.



Figures 4.13 and 4.14: Option C and Option D on site 13A showing two residential concepts developed as alternatives for the various A-Type sites on the corridor. Both are oriented towards East 14th Street with parking access on 135th Avenue.

2. Option B has a three-story courtyard apartment building with 7 two- and three-bedroom units. The courtyard faces East 14th Street and 19 parking spaces are in the rear.
3. Option C includes a set of two three-story townhome courtyards of five two-bedroom units. The units are accessible through courtyards on East 14th Street. Each unit has two tandem parking spaces that are accessed from the side street.
4. Option D is an apartment building with retail and covered parking on the first floor, with the retail space oriented towards East 14th Street. The building has nine two-bedroom units and three 1-bedroom units along with 2,200 square feet of retail space.

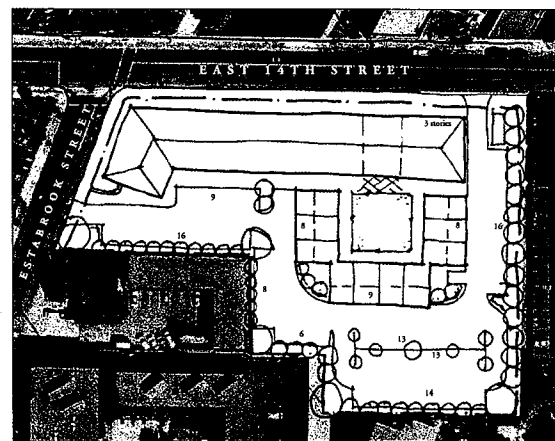
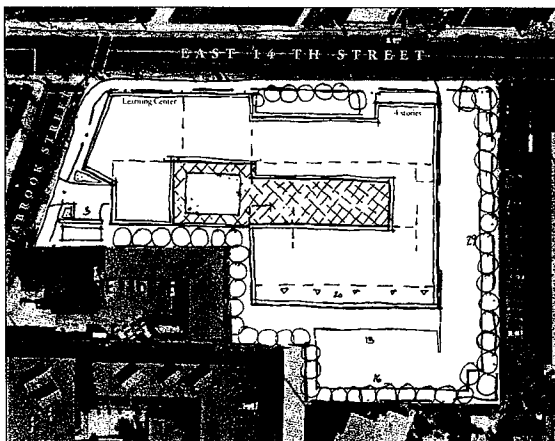


Figure 4.15: Photo simulation of possible future development on A-type Site. Shown is Option C - Courtyard Condominiums.

4.3.2 Illustrative Concepts for B-Type Sites and Bellini Foundation Site

Opportunity site 7B is owned by the Bellini Foundation and consists of three parcels that cover a total land area of approximately 2.2 acres in the McKinley District at the corner of Estabrook Street. The site, if developed, could help to "jump-start" the transformation of the McKinley District into a district with the desired residential focus. The four sample developments for this site were prepared (see *Appendix 4: Development Case Studies*), evaluated and refined in a such a way that they also serve as prototypes for other B-type sites throughout the corridor (Figures 4.16 through 4.18).

1. Option A is comprised of a four-story senior housing development with 118 units and a learning center located in the ground floor at the corner of the site oriented toward the intersection. Parking spaces are provided on the sides and in rear of the property.
2. Option B is composed of a three-story multi-family building around a courtyard located over podium parking. The site program includes 94 two-bedroom units or 81 three-bedroom units. At the street level, space is provided for neighborhood commercial or a community service use (of approximately 4,000 sq. ft.) along with some residential use.
3. Option C encompasses a mix of family and senior rental apartments with two and three bedrooms in a three-story building. The two/three-bedroom option includes 81 two-bedroom and 50 two-bedroom senior units, while the one/two bedroom option includes 69 three-bedroom units and 50 one-bedroom senior units. Parking spaces are provided under a podium and in surface parking



Figures 4.16 and 4.17: Option B and Option D on site 7A (Bellini) showing two multi-family residential alternatives for the various B-Type sites on the corridor. Both are oriented towards East 14th Street with parking on the side and rear.



Figure 4.18: Photo simulation of possible future development on B-type / Bellini Foundation Site (Site 7). Shown is Option C - Apartments with learning center (or neighborhood commercial) at the corner.

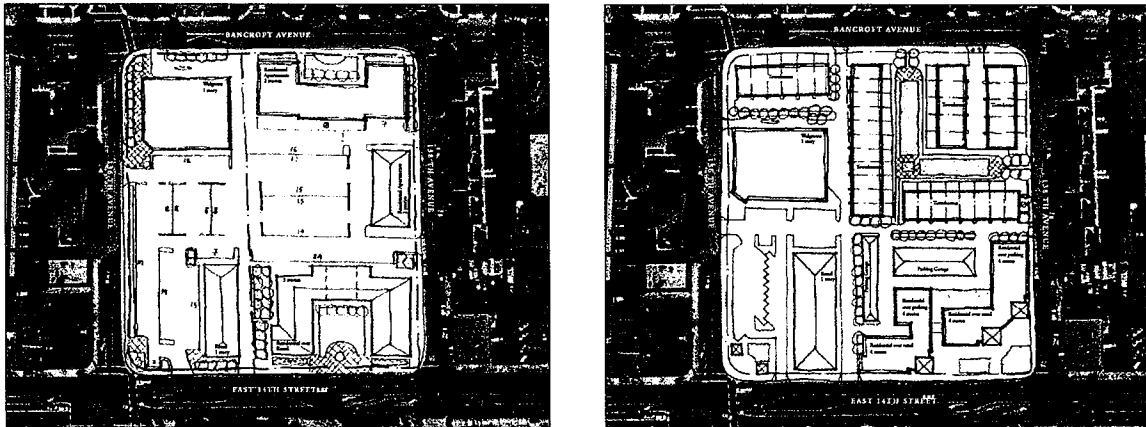
spaces.

4. Option D accommodates a total 84 units, of which 43 are two-bedroom, multi-family units, 31 senior housing units, and 10 townhomes, located behind the main apartment building along East 14th Street. Parking is accommodated mostly in surface parking stalls with additional parking as tuck-under spaces.

4.3.3 Illustrative Concepts for the Freitas Property

This opportunity site is located in the Palma District and consists of two large adjoining parcels. Site 16 (1.8 acres of land area) is home to the 'Palma Plaza' strip retail center. During the East 14th Street South Area planning effort, the city approved the proposal for a Walgreens store to replace the existing 'Palma Plaza' retail development. The options discussed below show different approaches to locating the Walgreens store. The City-approved site plan is similar to Option A and the other options are simply illustrative. The City worked closely with the developer to ensure that the architecture and site plan be integrated with future development of the Freitas site.

The development studies prepared for the Palma Plaza and Freitas sites looked at both properties simultaneously and explored possibilities of linking development in order to capitalize on some key site planning efficiencies. These studies are detailed in *Appendix 4: Development Case Studies*. The illustrated options were developed keeping in mind that Palma Plaza and Freitas property are independently owned parcels. In spite of the recent approval of the stand-alone Walgreen's proposal, this aspect of the developed options remains relevant in that they illustrate how individually owned properties can be developed as visually cohesive and mutually beneficial if



Figures 4.19 and 4.20: Option A and Option B on The Palma Plaza and Freitas sites showing two mixed use alternatives. Both orient retail towards East 14th Street and residential to the side streets and Bancroft creating a transition from retail oriented East 14th Street to the more residential Bancroft Avenue.

property owners are inclined to cooperate and coordinate some key site planning aspects such as shared access to and location of parking areas, circulation, and the siting of main buildings. The design studies also illustrate how development of this pair of linchpin sites could bring the character of a neighborhood center to this district and the entire corridor. (Figures 4.19 through 4.21)

1. Option A incorporates a mixed-use approach for the Freitas property while re-orienting the Walgreen's on the Palma Plaza site towards 136th Avenue. On the Freitas site, the apartment buildings are oriented towards the surrounding streets. The buildings fronting onto East 14th Street incorporate retail shops at street level with residential apartments or condominiums above, while on Bancroft the development is entirely residential. In total the Freitas site has 14,500 sq ft. of retail space and 64 dwelling units.
2. Option B accommodates most units in rows of townhomes situated away from East 14th and along Bancroft and 138th Avenues. The Freitas site has four story residential over parking and residential over retail buildings facing East 14th Street and 138th Avenue. The option incorporates a total of 35 townhomes and 88 apartments, with 31,500 square feet of retail space and two parking garages.

4.3.4 Feasibility of Development Scenarios

In order to make sure that the different scenarios being considered in the sample development studies were feasible from a market economics stand point, the economics consultant performed various types of research and analysis to test the feasibility of the prototype



Figure 4.21: Photo simulation of possible future development on Freitas Site (Site 17). Shown is Option B - 4-story mixed-use, residential over retail.

development scenarios. For a description of the research performed and the analytic methods used, please see *Appendix 4: Development Case Studies*. In brief, the feasibility analysis produced the following findings:

1. Retail

Given the limited amount of additional retail demand to be created by full build out of the plan, and the somewhat weak state of the current retail real estate market on the corridor, it is recommended that new retail be limited to larger mixed-use projects that are located in the designated activity nodes. For the smaller sites between 0.1 and 0.5 acres, it is likely to be difficult to find small format store-front retail that can both survive without the support of surrounding retail uses and is appropriate for the ground floor of a vertical mixed-use project.

2. For-Sale Residential

Entry-level for-sale townhomes on the corridor can produce a rate of return more than sufficient to attract for-profit developers. Such projects should be able to contribute subsidy to other affordable rental projects. In general, for-sale residential development projects are much more easily financed and developed than rental residential projects. However, it is currently unusual to see condominium development at the densities contemplated in these scenarios and the marketability of such units on the E 14th corridor in south San Leandro is somewhat questionable at this time. This should change, however, as the corridor fills in with development and becomes a more attractive and vital place. Developers are now starting to build such projects in the South Bay.

3. Rental Residential

The rental market is somewhat weak in comparison with the cost of land in the corridor. It may take some time for the market to adjust to where for-profit developers will build rental projects. However, affordable multi-family rental projects are feasible with subsidy and are in great demand in San Leandro. In particular, senior housing is viable on the corridor with minimal subsidy.

4. Land Costs

The scenarios are quite sensitive to the cost of land. The cost of land is the major factor making rental housing difficult. If land costs remain the same or decrease with rezoning from commercial to residential, it will strengthen the feasibility of the rental product types.

5. Parking

One of the most crucial factors affecting the site's development feasibility is the amount of parking that the project has to accommodate. The higher the parking ratio, or number of parking spaces required per unit, the less space is available for housing units. Because the overall cost of the land must be shared amongst the number of housing units being developed, fewer housing units make the land costs more expensive on a per unit basis. Requiring more space for cars thus raises the total cost of development per unit.

The feasibility of each scenario is highly sensitive to the amount of parking included. If more parking is required than recommended, it will be difficult to develop any of these projects. For example, one scenario had the 2-bedroom apartments with 1.75 spaces per unit, making the project quite difficult to develop given current expected costs and values. When the ratio was adjusted to 1.5 parking spaces per 2 bedroom unit, the project became significantly more feasible. Projects are also sensitive to the construction cost of the spaces themselves, based on whether the space is in an outdoor surface parking lot or in some type of enclosed structure. * It is likely that the first new residential projects on the corridor to use podium parking will require subsidy and will likely be developed by a non-profit developer.

* The cost of building the parking itself is also an issue. Surface parking is much less expensive than structured parking to build. When structured parking becomes necessary to meet parking requirements, the overall cost of the project increases significantly. The average cost of building a surface parking space is less than \$5,000, while the average cost of ground floor podium space is \$15,000. At the same time, however, structured parking increases the amount of land available for residential building. There is normally a tipping point in the number of units over which the additional density allowed by structured parking pays for the extra cost of the parking.

4.4 Assessment of Transportation Impacts from New Development under the Concept Plan

4.4.1 Assessment of Transportation Impacts on Overall Corridor Operation

For the purposes of analyzing the transportation impacts of new development resulting from the land uses envisioned by the concept plan, a comparison was conducted of motor vehicle traffic that would be generated by the new development envisioned by the concept plan with the traffic that would be generated by development already allowed within the Plan area boundaries by the City's adopted General Plan (see *Appendix 5: Trip Generation Comparison* for more details).

Key findings of this analysis are that:

- No significant impacts to traffic are anticipated. Study intersections would be expected to operate at LOS C or better, indicating acceptable operating conditions, for 2015 conditions; and that
- The number of new vehicle trips generated by the concept plan land uses would be less than the level of traffic that would be generated by full build-out of the land uses currently allowed within the corridor by the General Plan.

The General Plan already allows a mix of commercial and residential development within the corridor. A transportation analysis of the traffic that would be generated by new development, as allowed by the General Plan, was previously conducted as part of the General Plan update in 2000. This analysis indicated that the two study intersections within the concept plan area would be expected to operate with acceptable conditions in the year 2015, assuming partial build-out of land uses allowed by the General Plan by 2015. The General Plan analysis assumed that that 50% of allowable commercial uses and approximately 77% of allowable residential uses would be developed by 2015; this would constitute 230,000 square feet of commercial development and 350 residential units.

The Development Strategies envision less commercial development, and a greater emphasis on residential development, than was envisioned by the General Plan. Full build-out of the land uses envisioned by the Development Strategies would generate approximately 134,500 square feet of commercial/retail development and 1,000 residential units if opportunity sites develop under the most intense options, except for the Freitas/Palma Plaza sites that are assumed to develop under the less intensive Option D. Additionally, it should be noted that if it is assumed that 50% of commercial development and 77% of residential development envisioned by the Development Strategies will be constructed by 2015, as was assumed for the General Plan traffic analysis, this would constitute approximately 67,254 square feet of commercial development and 773 residential units.

Although the Development Strategies anticipate a greater level of residential development than the General Plan, the anticipated amount of commercial development is much less. Based on trip generation rate comparisons for traffic generated by typical land uses during peak periods, residential development generates less traffic than commercial development such as office or retail uses.

The traffic analysis conducted for the General Plan found that the two study intersections would operate at LOS C or better for 2015 conditions. A comparison of the vehicle trip generation that would be anticipated under full build-out of the 34 opportunity sites as envisioned by the Development Strategies with the land uses allowed by the General Plan found that the concept plan would be expected to generate 49% less traffic during the AM peak, 18% less traffic during the PM peak, and 46% less traffic daily than the General Plan land uses under full build-out. Based on this comparison, acceptable operating conditions would be expected for the land uses envisioned by the Development Strategies.

4.4.2 Alternative Parking Standards and Parking Strategies

The preparation of sample development studies for all four sites involved a review of the currently applicable parking standards as per San Leandro Zoning Code. Early in the process it became clear that lower parking standards would need to be considered if development of the desired mixed-use projects was to be rendered feasible under current market conditions and to recognize the inherently lower parking demands of development in a mixed-use area with high-quality transit service. In conjunction with City staff, and after review of parking standards in neighboring and other communities in the Bay Area, the Consultant Team developed alternative sets of

Building Type	Existing City Parking Requirements	Recommended Parking Requirements (min.-max)
Small-Lot Single Family Homes	2/unit	2.0-3.0 spaces/unit (tandem allowed)
Duplexes	2/unit	2.0-3.0 spaces/unit (tandem allowed)
Townhomes	2/unit	2.0-3.0 spaces/unit (tandem allowed)
Condominiums / Apartments (including Senior Housing)		
Senior	1.2/unit + 1/employee	0.6/unit + 1/employee
Studio	1.5/unit	1.0/unit + 0.5/unit
1 Bedroom	1.5/unit	1.0/unit + 0.5/unit
2 Bedroom	2.25/unit	1.0/unit + 0.75/unit
3 Bedroom	2.5/unit + 0.25 guest	1.0/unit + 1.0/unit
Live/Work Lofts	n.a	2 spaces/unit + 0.75 spaces/employee not residing in unit
Commercial		
Retail Service	1.0/300sq.ft.	1.0/400sq.ft.
Retail	1.0/200sq.ft.	1.0/333sq.ft.
Restaurant	1.0/100 sq.ft. sq.ft. < 4,000	1.0/200 sq.ft. sq.ft. < 4,000
	+ 1.0/50 sq.ft. sq.ft. > 4,000	+ 1.0/100 sq.ft. sq.ft. > 4,000
Office		
Medical Office	1/200sq.ft.	1.0/333 sq.ft.
Other Office	1/300 sq.ft.	1.0/500 sq.ft.

Table 4.2: Proposed Parking Standards for the East 14th Street South Area corridor

parking standards for review by the SAAC. Some members of the Advisory Committee expressed concerns about the parking situation in proximity to several of the existing multi-family apartment buildings along the corridor and on side streets of East 14th Street. As a result of several discussions centered around parking, parking ratios in the initial set of proposed parking standards were increased for several land use categories to reflect the voiced concerns. The resulting final set of proposed parking standards associated with particular development types is outlined in Table 4.2. As a result of this compromise and the subsequent increase in demand for land area that needed to be devoted to parking, several sample developments were

adjusted to reflect the lesser number of units possible. In some cases, the number of stories in a building was reduced by an entire floor.

In an effort to limit the upward increase of parking ratios and arrive at a reasonable set of parking standards for the corridor, the Consultant Team and City staff explored other ways of reducing the need for parking associated with new development, particularly mixed-use development. The mitigation measures and factor considered include the following:

1. Shared Parking,
2. Residential Parking Permits,
3. Parking Lifts (two vehicles in one stall),
4. Car Share and Transit Pass Programs, and
5. Establishing of new Municipal Lots.

Shared Parking

The concept of shared parking is based on the fact that some uses, for instance a day-time use store or service and a restaurant, have sufficiently off-set hours of operation that they can share the same parking rather than establishing separate parking areas intended for solely for use by patrons of each business. While specific shared parking calculations have not been performed for the corridor or the example development projects, the City will take shared parking studies that project proponents prepare into consideration as these projects move through the development approvals process.

Residential Parking Permits

Establishing new permit parking areas in residential neighborhoods will help regulate overflow parking from new development including new commercial and residential uses. Residential parking permits reserve existing on-street parking for residents of homes and apartments of a given permit zone. This allows for on-street parking to become an alternative source for parking space (particularly for secondary cars in a household) as opposed to the provision of parking solely in the form of on-site parking. To allay some concerns over parking demands on on-street parking made by larger apartment buildings, it could be considered to not include residents of such new apartment buildings in the permit program to limit the added demand on on-street parking perceived as limited. Project proponents may propose residential parking permit programs in adjacent neighborhoods, but the programs will need to be supported by the residents of these neighborhoods. Reduced fees to existing residents should be considered.



Figure 4.22: Example of parking lift technology

Parking Lifts

Parking lifts that allow the accommodation of two or sometime even three cars within the land area of one parking stall (see Figure 4.22) can significantly increase the capacity of on-site parking facilities, such as parking structures or garages at a lower cost than building another full level of parking structure. This technology has recently been employed in a number of developments in the Bay Area. Developers will consider the use of parking lifts in situations where their use is more cost effective than the building of additional structured parking.

Car Share Program

The recent success of car share programs in several Bay Area cities makes car share another viable option for mitigation of reduced parking ratios. It is conceivable (and in some cases has been done) that the developer provides a car share vehicle on site for the use by building residents. At this point, the Plan does not include specific standards for parking reductions through the provision of car share vehicles, but project proponents are encouraged to explore the potential of car sharing in their development proposals.

New Municipal Lots

Creation of new surface parking lots in key places along the corridor can help achieve preferred land use objectives by providing needed parking to support new retail development.

In the long-term it is expected that implementation of the South Area Development Strategy will lead to a concentration of businesses in particular districts of the corridor. In its General Plan, the City of San Leandro has expressed the intention to support business activity through the development of municipal parking lots where this is desirable and feasible. The sample development Option C for the Freitas and Palma Plaza site represent an example of how an increase in development and business activity can pave the way to a new municipal (or joint-venture) parking lot. The potential for these lots to provide car share vehicles and/or night-time residential parking should also be taken into consideration in the future.

Transit Alternatives

Where appropriate, developers should encourage the use of transit for workers and new residents. This could be achieved by requiring developers and property owners of new residential developments to consider providing free transit passes to employers and residents. Such a program could be combined with other strategies and measures to reduce vehicular trips associated with a given development.

5. *Design Guidelines for Development on Private Properties*

The Design Guidelines for Development on Private Properties are intended to be a guide for everyone involved in new development and remodeling projects that occur within the East 14th Street South Area. Developers, property owners, and architects should use the guidelines and refer to related San Leandro Zoning Code requirements early in the design process to avoid redesigning portions of the project due to incompatibility with regulations set forth in these documents. Developers are encouraged to meet early with City staff.

Application of the design guidelines and zoning regulations will help shape the look of new development on private properties throughout the corridor. It will, over time, also advance the consistent presence of design elements that create an environment supportive of pedestrian activities. The design guidelines were written with the intent that private development should enhance the existing built environment and complement anticipated public streetscape improvements for the corridor (see Chapter 6).

The guidelines address a variety of development characteristics such as Building Height and Setbacks (Massing), Façade Design, Landscaping, Parking (including access to parking), and Building Design (including materials, awnings, roof lines, lighting etc.). Where applicable, the guidelines also provide specific reference to particular corridor districts and to conditions applicable to properties fronting onto more than one street.

5.1 Introduction

This section discusses the applicability of the Design Guidelines, and their relevance with respect to desired changes in district character.

5.1.1 Applicability of Guidelines and Relationship to Zoning Ordinance

The following paragraphs address the relationship between the San Leandro Zoning Code and the Design Guidelines, define the area of applicability and which projects will be required to follow the guidelines. Consideration is also given to the outreach process that informs the public of new proposals.

Relationship to Zoning Ordinance

The guidelines presented in this chapter of the East 14th Street South Area Development Strategy will be closely linked to the San Leandro Zoning Code. The guidelines and zoning regulations will provide additional design parameters in order to implement the policies of the Development Strategy.

Zoning Ordinance and guidelines will be linked through the creation of three new East 14th Street South Area (SA) Zoning Districts SA-1, SA-2, and SA-3. The regulations for these new Zoning Districts will identify preferred types of land uses in each district and also establish development limits with respect to building heights, setbacks, floor area ratio (FAR), new parking standards, and other relevant regulations specific to the South Area districts (Please refer to *Appendix 3: East 14th Street South Area Zoning Matrix*).

The new zoning districts are as follows:

- **SA-1 – South Area 1**

The SA-1 zoning would be applied to two of the five Districts within the East 14th Street South Area including the **Palma District and the International & Cultural District**. The intent of these zoning regulations would be to promote quality mixed-use developments, especially multi-story developments, which serve the neighborhood and address vehicular traffic issues.

The two Districts to which the SA-1 zoning would apply currently include the most activity in terms of existing retail shopping, and include several opportunity sites that could accommodate new development.

- **SA-2 – South Area 2**

The SA-2 zoning would be applied only to the **McKinley Residential District** and would promote opportunities for new infill residential, including multi-family residential uses that would be sensitive to the existing neighborhoods adjacent to properties fronting the East 14th Street Corridor. A mixture of residential, commercial and community-oriented uses would also be encouraged in multi-story buildings.

The McKinley Residential District currently contains the highest number of residential uses along the East 14th Street Corridor.

- **SA-3 South Area 3**

The SA-3 zoning would be applicable only to the **Gateway District** at the southern end of the East 14th Street South Area. The purpose of these zoning regulations is to provide opportunities for larger office developments, up to 5 stories in height, and to promote additional commercial opportunities that would employ quality design. The Gateway District is envisioned to accommodate landmark buildings that will beautify and enhance southern entryway into San Leandro.

- **CD Commercial Downtown**

In conjunction with City Council direction for Downtown, development, the South Area subdistrict, **Southern Down**, was rezoned to CD- commercial Downtown in February of 2004.

Unless otherwise stated in the San Leandro Zoning Code, all generally applicable requirements shall also apply to properties and projects in the South Area.

Applicability of Design Guidelines

The Design Guidelines will apply to all properties located within one of the three South Area Zoning Districts of the East 14th Street South Area. The boundaries of applicability are indicated in Figure 5.1.

Within these boundaries, the Design Guidelines will be applicable to:

1. Any project within the South Area that requires Site Plan Review that may be required per the San Leandro Zoning Code, and
2. All remodeling projects and changes in use that require city-issued permits.

Some of the properties within the East 14th Street South Area have frontages not only along East 14th Street but also along side streets and, in some cases, streets that run parallel to East 14th Street. This document therefore includes several guidelines that distinguish between Primary and Secondary Frontage (see Figure 5.1), and by addressing how buildings on transition frontages should relate to existing development on adjoining properties.

Approval Process for New Development in the Corridor

It is anticipated that the existing requirements contained in the San Leandro Zoning Code for Site Plan Review will be applied to all development proposals. City staff may encourage certain projects to provide additional community outreach in order to better inform the public of proposed development projects. City staff should be consulted early in the review process. Specific subjects that should be given consideration during such outreach efforts include:

1. Accommodation and amount of required off-street parking;
2. Hours of operation of various businesses in mixed-use projects;
3. Possible shadowing impacts on adjacent buildings and homes located in adjacent residential neighborhoods; and
4. Aesthetic compatibility of a project with goals expressed in the South Area Development Strategy.

It should be noted that such a community outreach process is not in lieu of any required discretionary review process that may be needed for final approval and should be viewed as an opportunity to build a dialogue with residents and affected businesses in the East 14th Street Corridor for the purposes of achieving community consensus.

5.1.2 Corridor and District Character

Most guidelines in this document apply to all properties within the East 14th Street South Area. However, some guidelines relate to issues specific to one of the five South Area Districts described in Chapter 4. These district-specific guidelines reflect and enhance the physical and land use distinctions between the different Corridor Districts and their differences in land uses.

In addition to observing the district-specific guidelines it will be important to interpret many of the generally applicable guidelines in a 'district-sensitive' way. The following paragraphs therefore provide a discussion of the district character that the guidelines are intended to bring about and or enhance (please also refer to Section 4.1, for further discussion of the East 14th Street Corridor Districts). This discussion provides useful background and guidance for interpretation of the guidelines that apply to all properties.

The photo simulations presented in this section illustrate development options for some of the opportunity sites. The development options were the result of the Illustrative Development Case Study work on prototypical and site-specific opportunity sites in the corridor conducted as part of this project (see Chapter 4 and *Appendix 4: Development Case Studies*). The shown examples were all designed in accordance with the Design Guidelines in this document and therefore illustrate what results can be achieved and are desirable through the application of the guidelines.

Southern Downtown District

The application of the guidelines will support a transition of this district toward **becoming an extension of the Downtown**. New buildings should be oriented parallel to East 14th Street and form a continuous frontage of storefront façades. The architectural definition of first floors of multi-story structures should respect and integrate roof and cornice lines of adjacent single story buildings to provide visual integration in locations where single story buildings prevail. Where properties are assembled to form larger sites, it is important to locate store and residential entries within the façade at a frequency that continues the pattern of 40 to 50-foot wide storefronts in the area to the north.

Auto-oriented uses should, over time, be phased out in this district and high quality retail and mixed-use be encouraged. The scale of uses should conform with the gross targets set forth in the District Land Use Matrix (see Section 4.1). If auto-oriented uses require new permitting (i.e. a change in ownership) consideration should be given to upgrading parking lot frontages per these design guidelines.

Although the Southern Downtown has been rezoned to Commercial Downtown, all discretionary approvals will rely on the Development Strategy including Design Guidelines as well as the new South Area parking standards.

McKinley Residential District

The strong existing presence of residential land uses and the envisioned transformation of this District into a mostly residential district is reflected by **design guidelines that specifically address residential setbacks and landscaped front yards** intended to facilitate the level of privacy required for first floor residential uses. Examples of desirable characteristics for residential developments (with a small mixed use component) are illustrated in two photo simulations of development options on the Bellini Foundation site at East 14th Street/Estabrook Avenue (Figures 5.2 and 5.3). Expanded and landscaped tree wells and the use of portions of the public right-of-way for additional landscaping in front of the Sandpiper development



Figures 5.2 and 5.3: Simulations of development options at the Bellini Site in the McKinley Residential District

and Trailer Heaven would further enhance the District's residential character. Design guidelines, parking strategies and zoning requirements for this area also specifically address concerns about the integration of parking into residential developments.

Palma District

The Palma District, located between San Leandro Boulevard and 141st Avenue, presents the opportunity for the development of a new focus for the East 14th Street South Area.

Except for two one-story retail/restaurant buildings of architectural merit, located at the two opposite corners of 135th Avenue, no buildings and façade treatments exist that could credibly give guidance to the future development within the Palma District. It will therefore largely fall onto future development to freshly define the architectural appearance of the District. While the design guidelines are not intended to create the basis for particular architectural style, the process of defining the Palma District will be aided by the



Figures 5.4 and 5.5: Simulations of development options at the Freitas Site in the Palma District

design guidelines and land use concepts contained in this document. The desired characteristics for development in this district are illustrated in two photo simulations of different development options on the key Freitas site (Figures 5.4 and 5.5). The guidelines generally require the design of buildings that relate well to the street, afford human scale, and, in the case of some larger parcels within this district, integrate pedestrian plazas into the proposed development. These qualities will help create a viable, vibrant core for the East 14th Street South Area.

International and Cultural District

Due to the limited number and the limited size of available opportunity sites, as well as the high number of small properties, **future change in this District, more than in any other, depends on façade improvements and building remodeling.** It is therefore important that City-sponsored programs support this activity and that the Design Guidelines be used to generate remodeling results that are coherent and consistent with the district character desired for the

District. This includes the further development and enhancement of existing characteristics such as the number and diversity of small-scale businesses with international offerings, the strengthening of an attractive pedestrian-oriented public realm, and flexibility in terms of signage requirements to allow vibrant signage that does not take away from the pedestrian character of the District.

Gateway District

The larger scale of properties in this district and its location just to the north of the regionally important shopping mall Bayfair Center, at the intersection of East 14th Street and 150th Avenue make it likely that regional and community-serving uses will continue to locate in this area (see District Land Use Matrix in Section 4.1).

On properties that do not abut residential uses, **practical building heights may exceed those possible in many other parts of the corridor**, a feature that would be consistent with the district location at the entry to South San Leandro. However, in the long-term it is desirable that this district develop a more pedestrian-friendly relationship to the street as much as this is desired for all other districts of the corridor. **Buildings should be built at the property line and parking areas be moved behind the building, into internal parking courts or structures.** In addition, larger buildings built in conformance with the design guidelines would display a larger degree of orientation of building entries, façade and overall design toward the needs of the pedestrian and the human scale in general.

5.2 Design Guidelines

5.2.1 Site Development

These guidelines address how a given site and building should be accessed from East 14th Street, or how alternate means of access should be provided and designed.

Site and Building Access

- a) All street-level uses should provide primary pedestrian access directly to the street they front upon. Secondary access may face rear parking lots and other interior block spaces, such as pedestrian corridors.
- b) The primary façade of a building that orients to a public street or open space should contain the primary entrance(s) (Figure 5.6).
- c) Where feasible, a small hardscaped entry area or plaza should be located between a primary office or residential lobby and the sidewalk or pedestrian way. These areas



Figure 5.6: Clearly defined primary entrance

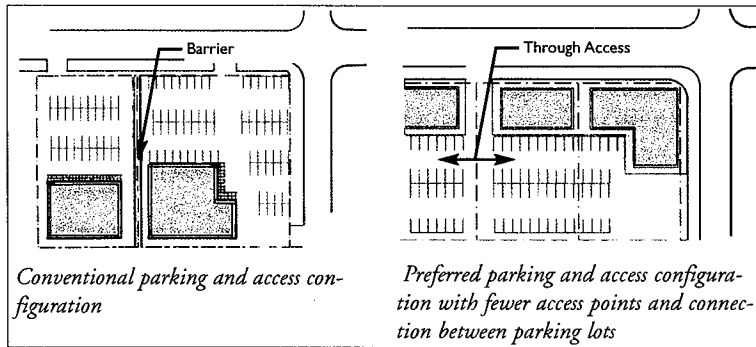


Figure 5.7: Off Street Parking Layouts.

- should include simple amenities such as benches, planters with seating walls, deciduous shade trees, trash receptacles, and ashcans.
- d) When possible, no more than one curb cut (including both ingress and egress) should be provided per lot (or parking lot) onto East 14th Street in order to minimize conflicts with pedestrians, on-street parking, and street tree planting along sidewalks. Vehicular access to parking and services should occur from side streets rather than from East 14th Street, whenever feasible.
- e) Where possible, driveways should be located a minimum of 50 feet away from any intersection.
- f) Access between off-street parking lots on adjacent properties is strongly encouraged in order to reduce the number of curb cuts on East 14th (Figure 5.7).
- g) Where feasible, adjoining properties should share driveway access to off-street parking and service areas in order to reduce impacts to pedestrians and streetscapes.
- h) The widths of driveways should be minimized to 20 feet in order to reduce their presence along streets.
- i) To minimize their visual impact, entries to parking garages or driveways should not be across from side streets that terminate on East 14th Street T-intersections (Figure 5.8 illustrates what conditions to avoid).
- j) Service access from rear alleys or side streets should be preserved and enhanced wherever possible. Trash and loading areas should not be visible from the major thoroughfares and should be screened from view from side streets and adjacent properties to the rear. (See also: Building Service Elements, and Parking and Screening)



Figure 5.8: Parking garage entries should not align with side streets terminating on East 14th Street



Figure 5.9: Simplified building massing reduces pedestrian interest and degrades the visual environment

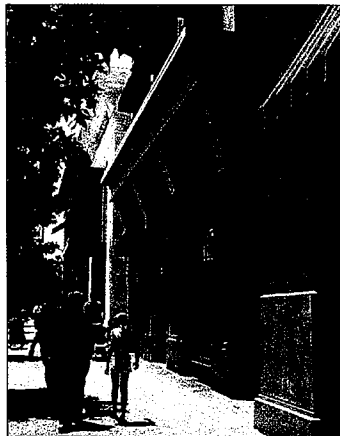


Figure 5.10: Overly articulated massing can be confusing



Figure 5.11: A building form with well defined "base" and "top"



Figure 5.12: Example of massing that reflects typical parcel sizes

- k) Secondary Frontage transition to residential uses should incorporate changes in frontage setback, height and landscaped buffers (see Section 5.2.4) as indicated in the City of San Leandro Zoning Code and in these guidelines.

Building Massing (Height and Setbacks)

The combination of height and setbacks of a building (also referred to as 'massing') defines the spatial relationship between a building and its uses as well as the public realm of the street and adjoining uses. The guidelines in this section discuss the desired setbacks, building envelope, heights and frontage for the following categories.

General

- a) Buildings should not be reduced to conveying building massing as a primary architectural gesture. Simplifying buildings to this extent creates monotony and a lack of detail, which is not conducive to creating an interesting pedestrian environment. (Figure 5.9)
- b) Building form should follow a logical order and rhythm. Overly articulated mass that is too complex can be chaotic and confusing, particularly in mixed-use areas. (Figure 5.10).
- c) In general, building form should provide a "base" and a "top" that are human-scaled both in terms of form, particularly in height, and articulation. (Figure 5.11)
- d) A well-defined "base" should consist of, but not be limited to thicker walls; richly textured materials (i.e. tile or masonry treatments); special materials such as ceramic tile, granite and marble; darker colored materials; and/or panels.
- e) Buildings with a frontage greater than 40 feet should make use of bays, recesses, overhangs, and other massing elements to reduce the scale of the building to the pedestrian level.
- f) The design of building massing should reflect and make visible the use and activity within the building. For example, the use of bays should reflect an interior change of use or function, such as a dining room or a private office.
- g) For multi-story buildings, the ground floor should be proportionally higher and architecturally distinguished from the upper façade to afford generous and inviting commercial spaces and to distinguish uses in mixed-use buildings.

- h) The rhythm of architectural massing should be compatible with the spacing of desired storefront or residential patterns within a given district. This type of massing should be combined with variations of vertical and horizontal façade articulation, roof shapes, architectural detailing, fenestration, and materials to provide interest (Figure 5.12).
- i) While the overall massing of buildings may be horizontal, elements of building form or detail should provide vertical articulation to avoid an overly horizontal orientation in buildings (Figure 5.13).
- j) Major features such as stairs, elevators, and major entrances should be expressed with vertical elements to avoid an overly horizontal look. Entry locations within the street frontage of a building may be given architectural emphasis through variations in building height or roofline. These features may also be used to create landmarks (Figure 5.14).
- k) Buildings on corner lots should give architectural emphasis to the building corner by incorporating a tower, plaza recess, or other building or urban design elements. Any such elements should be well-proportioned in relation to the average height of the building (Figure 5.15).
- l) The height and massing of those portions of corner buildings, which front onto streets intersecting with East 14th Street, should step down and set back to create a harmonious transition to existing adjacent buildings or buildings allowed under existing zoning



Figure 5.13: Vertical elements in the building facade helps avoid an overly horizontal orientation

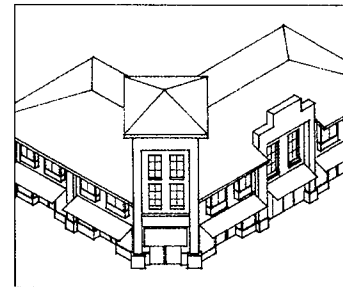


Figure 5.14: The distinct vertical element of the main entrance helps in creating a landmark



Figure 5.15: Architectural Emphasis on building corners should be in proportion of the overall built form

Height and Setbacks

- a) Buildings fronting onto East 14th Street, between Maud Avenue and Blossom Way should maintain a continuous, minimum 4.5-foot front setback at ground floor level along the street to provide a wider (13.5-foot) sidewalk. The 4.5-foot setback may be increased to provide recessed storefront entrances, a special corner feature, or usable open space, such as a pedestrian plaza, outdoor dining or a small residential 'front-yard' (Figures 5.16 and 5.17). Additional guidelines for design of these areas are included in Section 5.2.5, Open Space and Landscaping.
- b) Buildings with ground floor residential or live/work uses may be set back from the front property line up to 10 feet, if this space is used to accommodate landscaping that both



Figure 5.16: Setbacks can create an outdoor dining space opening and widen the usable sidewalk



Figure 5.17: A residential building with suitable setbacks from the sidewalk



Figure 5.18: Setbacks on residential properties can be landscaped to enhance the visual experience on the sidewalk

enhances the public realm and the sense of privacy for residential units on the first floor (see example in Figures 5.17 and 5.18).

- c) Non-residential buildings or projects along East 14th Street should maintain zero setbacks for interior side yards, as outlined in the proposed Zoning Code amendments. This will help to maintain and establish a continuity of the street façade.
- d) Building height impacts should be carefully evaluated for sites adjoining residential districts, and should refer to the City of San Leandro Zoning Code for setbacks for each floor. Use of solar access studies can further suggest preferable setbacks for each floor, and can identify mitigation measures that may be needed to address impacts on adjacent residential lots (Figure 5.19). Buildings should be oriented to take advantage of the sun or outdoor private/public open space areas. Year-round solar access for adjacent buildings is encouraged. (Figure 5.20).
- e) On properties with buildings that abut existing ones, landscaped screening should be provided along the abutting property line in an area of 8 feet minimum width, to facilitate a visual transition between buildings of different scale.

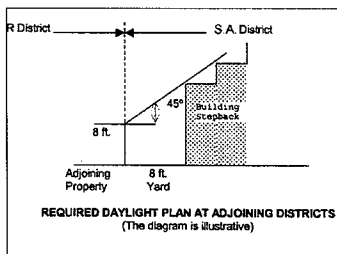


Figure 5.19: City of San Leandro Daylight Requirement Diagram

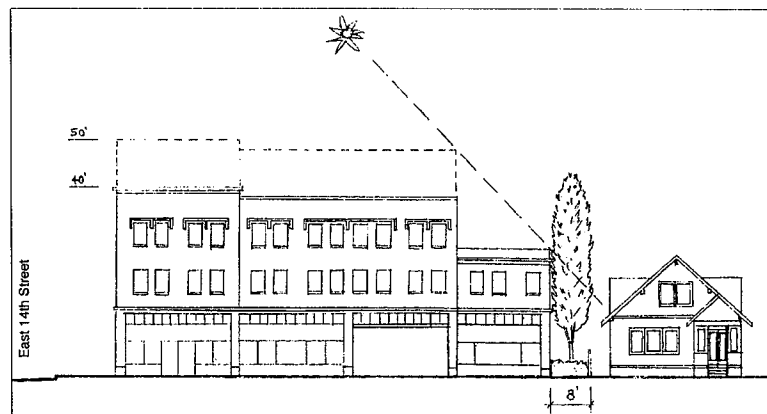


Figure 5.20: City of San Leandro Solar Access Diagram

5.2.2 Building Design Standards

This section addresses building and façade articulation, placement of doors and windows, façade details (i.e. bays, arcades and awnings) and building materials, such as colors and surface treatments. The guidelines are intended to promote façades with an overall rhythm and structure, spacing of entries and treatment of façade elements at the street level that are attuned to pedestrian scale and the pedestrian's perception of the environment.

General

- a) Buildings should take into account the urban environment and should not stand out as landmarks if they are part of the overall fabric. Rather, landmarks should be reserved for significant community buildings.
- b) Buildings should create a well-defined building wall. In general, building walls should be parallel to sidewalks to avoid creating ambiguous spaces that are devoid of human activity and which can become neglected over time.
- c) Buildings should form a continuous building wall that maximize building frontages onto streets with few interruptions from parking lots, driveways and inactive open spaces. The desired minimum frontage should be roughly more than three quarters of the lot frontage at the ground floor level.
- d) In no case should any façade consist of unarticulated blank walls as they do not contribute to the pedestrian realm and diminish a pedestrian's sense of security.
- e) Façade elements (i.e. windows, doors, bays, joints, etc.) should display a logical rhythm and order. To the degree that it provides interest to the pedestrian, articulation should be simple in form, because an overly articulated and random environment can be visually confusing and fragmented.
- f) Articulation and detailing should not consist solely of color changes without changes in material or planes, as color change alone does not create a feeling of permanence or real variety and interest.
- g) "False" fronts should not be allowed (i.e. all visible sides of a building should have a consistent style and use of materials). The primary exterior finish, for example wood or stucco, must be used on all façades of a unit or building visible from a street, pedestrian corridor, park, plaza, or other public or semi-public space.

- h) Mirrored or smoked glass should not be used as they eliminate the desired transparency of windows, cutting off the visual connection between pedestrians and activity within a building.¹

Transitions to Side Streets

- a) On corner lots, guidelines for Primary frontage should apply to side street frontage as designated in Figure 5-1.
- b) Secondary frontage transition to residential uses should incorporate changes in frontage setback, height and landscaped buffers (see 5.2.4) as indicated in the City of San Leandro Zoning Code and in these guidelines.

Ground Floor Storefront Retail or Office

- a) Primary building façades should be oriented to East 14th Street.
- b) Storefronts should be built up to, and parallel with, the front setback line, and should align with the adjacent building façades wherever they exist.
- c) Sidewalks shall be fronted by the more active uses of a building (i.e.; retail shop fronts, office windows, lobbies, building entrances, residential stoops, porches, yards, or courts, etc.).
- d) Where uses such as offices and banks occupy the ground floor of a building, the need for privacy and security should be balanced with the need to create a pedestrian-friendly street frontage.
- e) Large blank wall surfaces (more than 12 feet in length) should be articulated with vertical elements or material detailing, or should be interrupted by a window or entry. Artwork and landscaping are encouraged.
- f) Transparent, full-size windows should dominate the ground floor building frontage (Figure 5.21 and 5.22).
- g) Careful consideration should be made of window and door signage (temporary or permanent), shading and screening devices, and interior displays such that transparency is not significantly diminished by these elements.

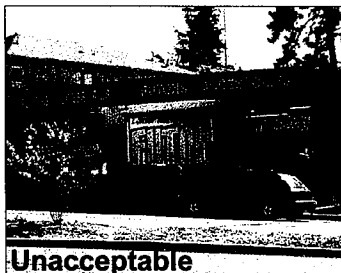


Figure 5.21 and Figure 5.22:
Desirable clear windows should dominate at the street level



Figure 5.23: Example of restaurant with window walls that open on to the sidewalk

¹The use of other glass products, such as Special 'E' films, can maintain transparency while providing solar protection and heat reduction for building interiors.

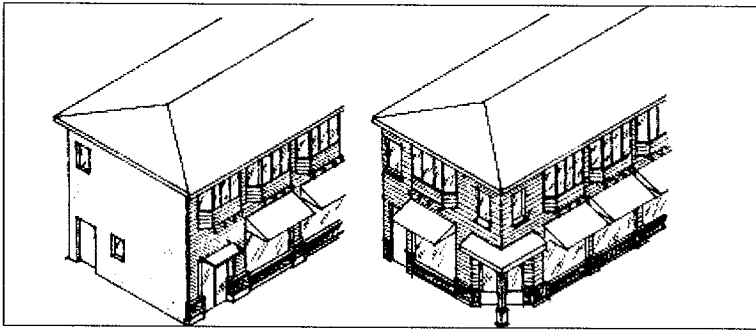


Figure 5.24: The continuity of facade materials at exposed building corner is essential to the side street.

- h) For restaurants and cafés, consideration should be given to providing window walls that can be opened to the street to provide indoor/outdoor-dining opportunities (Figure 5.23).
- i) Corner buildings should continue the window pattern of the primary East 14th frontage for the length of the Primary frontage designation and at a minimum of one bay along the intersecting street (Figures 5.23 through 5.25).
- j) Window design should maximize interior daylighting while reducing glare through the use of passive shading devices that maintain visibility between the exterior and interior of the building. Methods can include: "special E" glass technologies, deep overhangs or external sun shades, and trees
- k) It is strongly encouraged that entries to retail spaces, restaurants and cafes be recessed to increase circulation space available to pedestrians who enter and exit businesses (Figure 5.26).

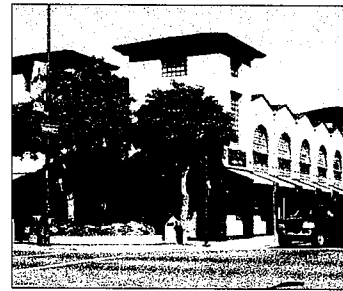


Figure 5.25: Example of facade treatment that provides continuity in materials and appropriate scale transition from primary to secondary frontage

Upper-Floor Commercial Facades

- a) Facades near residential uses should use window placements and designs that restrict views from within the structure into nearby yards and homes.

Ground-Floor Residential

- a) Frontage onto streets should include a transition zone from public to private, rather than an abrupt separation. Porches, large windows, stairs, and welcoming entryways provide opportunities for a friendly transition between public and private spaces.
- b) Side elevations facing public and private streets and pedestrian corridors should be treated in a similar manner as the primary front facade and may include wrap-around porches, bay windows, dormer windows, and balconies.



Figure 5.26: Recessed entries in restaurants and cafes increase circulation space for patrons

- c) Stoops, balconies, verandas, and bay windows should be encouraged and allowed to encroach into the front yard set-back or public right-of-way.
- d) Where street-facing, first-floor residential units are set back up to 10 feet from a public right-of-way, these should be designed with additional measures to ensure privacy. At a minimum, windowsill heights should be raised above the eye level of a passing pedestrian. Elevated stoops and raising interior floor elevations above adjacent sidewalk grade are some measures that can be employed.
- e) Façades set back more than 6 feet should be designed with additional measures to create a pedestrian-friendly frontage. This could include low walls and fences (no higher than 4 feet); entry features such as arbors, gates, courtyards, and walkways; lighting; and landscaping.
- f) For courtyard configurations, facades which front onto a public sidewalk should be treated as a primary façade with front entrances directly facing sidewalks and appropriate detailing and fenestration.

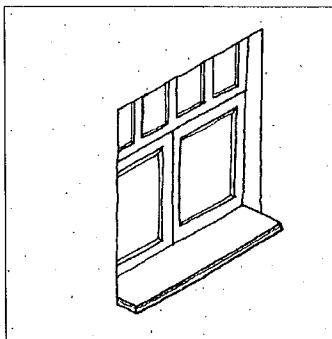
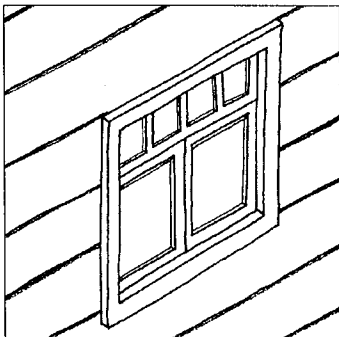


Figure 5.27 and 5.28: Window recesses cast complex shadow lines, creating interest that attracts the eye of pedestrians

- g) In multi-family developments, rental offices, community rooms, exercise rooms and other appropriate 'community' spaces should front onto main thoroughfares to increase the connection between uses in the building and the street.
- h) Sidewalks, pedestrian corridors, and other open spaces should be fronted by the more active uses of a building. For residential uses, this includes lobbies, porches to individual unit entries, living rooms, and dining rooms.
- j) Façades that front onto public streets and pedestrian corridors should be lined with windows. Windows facing the street should be at eye level and give a sense of habitation and security. They should encompass approximately 50% of the façade length fronting onto the street. Side facades on corner units facing pedestrian routes should be treated in a similar manner as the main façade.
- k) Window and window frame should be set to provide a reveal, trim and recess (not be flush with the exterior face of wall) to provide a shadow line (examples are shown in Figures 5.27 and 5.28). Window glazing should be clear; reflective or tinted glazing are discouraged.

- l) For privacy reasons, in cases of units with narrow side yards, side elevation windows should be placed so as to be off-set from those of an adjacent unit facing the window.
- m) Residential lobby entries in mixed-use and residential buildings should be clearly defined, distinct from commercial entries, and be directly accessible from the main thoroughfare (Figure 5.29).
- n) In multi- and single-family buildings, ground floor residential entries should be oriented towards and be directly accessible from the street.
- o) Ground floor residential units are encouraged to provide an entry porch with minimum clear dimensions of 8-foot wide by 6-foot deep; this provides a transition from the public realm of the street to the private unit while providing residents the opportunity to occupy the porch and interact with the surrounding community (Figure 5.30).
- p) Porches should be designed as an integral architectural feature of the main structure. Porches should be covered with a roof that is supported by posts. Posts and rails should be substantial in appearance.

Upper-Floor Residential

- a) Bays and balconies should allow for a minimum 10-foot clear height above any sidewalk, unless set back from the build-to line.
- b) Balconies should be a minimum of 6 feet in depth. Juliet balconies (i.e.; balconies with a flush or minimal depth) are also allowed and should have a minimum 8-foot-wide door opening connecting the balcony with the interior. This allows the balcony to function as an extension of the room. (Figure 5.31)
- d) For corner units, balconies may wrap around the unit.
- e) Guidelines for upper-floor windows should follow those outlined within the Ground Floor subsection.

Automobile Services (Remodel)

- a) Remodeled or improved façades abutting public sidewalks should incorporate a level of articulation and detailing similar to that of commercial retail frontages along the corridor.



Figure 5.29: Clearly defined residential entry in a mixed use building

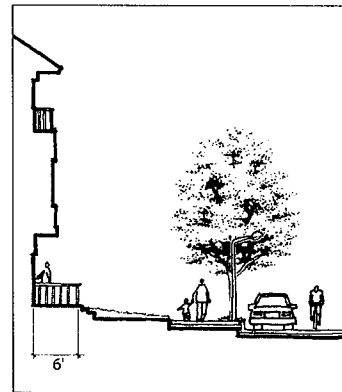


Figure 5.30: Entry porches for residences provide a transition from the public realm of the street to the private unit



Figure 5.31: Juliet balconies help create a human-scaled connection between upper floors and the street.



Figure 5.32: Auto Service facade with work area and no setback lends interest to passerby



Figure 5.33: Auto service facade with clear windows are compatible with retail frontages



Figure 5.34: Example of blank walls and roll-up door degrades the pedestrian environment

- b) Remodeled or improved façades of auto service and repair businesses should incorporate clear windows, and an entry to the supporting office use, along East 14th to create a visual relationship between public sidewalk and indoor activities (Figure 5.32 and 5.33).
- c) Blank walls and opaque door facades are not acceptable (Figure 5.34).

Building Entrances

- a) A clear distinction should be made between primary entrances and secondary entrances. Primary entrances should be designed to include greater detail and ornamentation to give them a clear identity and separate them from more minor entrances. The building address should also be signed at the primary entrance.
- b) Primary entries should be clearly expressed and recessed or framed by sheltering elements such as awnings, arcades, porches, or porticos. This allows protected space for people to meet or pause as they enter or leave the building. Secondary entries should be treated in a similar, but less prominent manner.
- c) Primary entrances are encouraged at street corners. Orienting primary entrances to street corners, creates definition at intersections, which are important meeting points and are prominent places of identification. See also Building Orientation for corner treatment.

Awnings and Canopies

- a) In general, the use of awnings should be reserved for commercial ground floor uses. Windows above the first floor should be treated with other types of shading devices. Preferred types of shading devices could include the examples seen in Figures 5.35 and 5.36.
- b) Awnings and canopies should be proportional to the facade on which it is placed on a building and not obscure architectural elements and details. Awnings and canopies should not be dominant or overwhelming elements
- c) Awnings should reflect facade articulation (Figure 5.37).
- d) Awning and canopy heights should provide a pedestrian

scale to the building and be compatible with other awnings nearby, particularly those on the same building, if such existing awnings complement the architectural character of the building.

- e) Color-fast canvas fabric for awnings are preferred over vinyl, fiberglass, plastic, wood or similar materials. Glass and metal canopies may be appropriate for some buildings, but must be consistent with the architectural style of the building. Internally illuminated awnings are discouraged.

Roof Design

- a) Roofs should not be cosmetic in character or appear to be 'tacked on', but rather be an integral part of the overall building design relating to entries and overall façade articulation and building massing. In general, the design and detailing of roofs should provide a sense of termination to the building façade with an overhang or other design element.
- b) The profile created by roof forms should be simple, with no unnecessary changes in plane; roof configuration should reflect a building's floor plan and massing.
- c) Roofs may be flat or sloping. Mansard roofs are discouraged.
- d) Flat roofs should be designed with an articulated parapet.
- e) Incorporate the location, spacing and screening of rooftop mechanical equipment into the general roof and building design. (Figure 5.38)
- f) The roofs of buildings on corner lots should give emphasis to the building corner.
- g) Main rooflines and roof detailing should consider the context of adjacent buildings and existing roofs nearby along East 14th Street.

Exterior Lighting

- a) Exterior lighting should be shielded, directed downward, and on-site. It should not produce glare that negatively affects pedestrians, bicyclists, motorists, or adjacent uses. It should be consistent with the City of San Leandro Zoning Code requirements related to average candle foot output.
- b) All exterior lighting should be integral part of a building's architectural design and scale.



Figure 5.35: Example of upper-floor window treatments shading divides that are compatible with, yet distinct from those of the first floor level



Figure 5.36: Shading devices can help to create interest in a building's facade

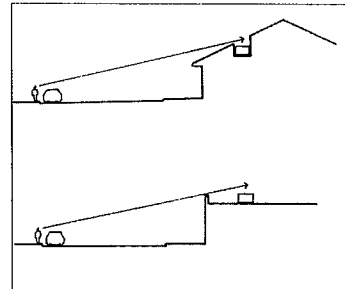


Figure 5.38: Proper screening of rooftop mechanical equipment



Figure 5.37: Example of canopies that are framed in the storefront without blocking clerestory windows

- c) Where appropriate, consider accent lighting to highlight interesting architectural features, signs, and storefront displays.
- d) Use of neon lighting for signage and architectural highlighting is acceptable in the Palma, International and Cultural, and Gateway Districts, if it is in keeping with the character of existing neon signage in these districts.

Building Materials, Colors, and Paint

- a) To give buildings an authentic appearance, as opposed to a veneer-like quality, material changes should not occur at external corners. Rather, they should occur at interior corners or at a change in horizontal plane.
- b) The amount of reflective building materials should be limited on development directly abutting a pedestrian way. Highly reflective material, such as mirrored window walls, on building facades may help to keep interior temperatures down, but can be uncomfortable for the pedestrian passing by. Other affordable and effective means of energy efficient design are readily available, such as “special E” films.
- c) A variety of building finishes and materials are appropriate for pedestrian-supportive architecture, such as wood board siding, wood shingles, tile, stucco, masonry, and higher quality curtain-wall systems that provide shadow lines and scale through the use of mullions that provide relief. Materials that do not age well should not be used, such as scored plywood, (i.e. T-111). If other ‘simulated’ materials are used, they should be of a quality, color, and application that demonstrates a convincing realism.
- d) Building colors should be tastefully coordinated and, where appropriate, match or complement those of adjacent buildings, subject to design review.
- e) Building surfaces and other finishes should be selected to ease graffiti removal. Consider the use of graffiti removal paint or coating at locations that may be prone to graffiti.

Signage

Signs are an extremely visible part of the streetscape, and should reflect the quality of goods and services being offered on East 14th Street. They should communicate an image of excellence, distinctive craftsmanship, and creativity, and should reinforce the desired character of the East 14th Street.

In addition to the following guidelines, all signs must conform to the City of San Leandro Zoning Code (Article 18). Design approval and a building permit must be obtained prior to sign installation.

- a) Signage should follow a hierarchy that clearly indicates the importance of the associated use, building, or place.
- b) Signs should address primarily pedestrians, but also be legible for drivers. Addresses should be clearly visible for police and fire emergency response teams.
- c) Signs should reflect the character of the building and its use. It is imperative that the sign design add interest and beauty to the facade.
- d) Signage should respect the immediate context of the building's location, and the character of the district along East 14th Street.
- e) The architecture of the building often identifies specific locations for signs, and these locations should be used.
- f) Signs should be an integral part of the design of storefront alterations and new construction. Signs should not obscure architectural elements such as transom windows or columns, nor appear cluttered.
- g) Signs constructed with high-quality materials such as metal, stone, wood, gold leaf or exposed neon are preferred.
- h) Coordinate the design and alignment of signs on multiple use buildings in order to achieve a unified appearance rather than visual confusion.
- i) Pedestrian-oriented signage should demonstrate a high level of detailing and craftsmanship.
- j) Flexibility should be granted to artisans and craftspeople whom may wish to create unique signage that may contribute to the sense of place.
- k) Established historic signs should be preserved, if feasible. Modify historic signs for new use such that the changes are compatible with the original sign. If possible, modifications should be removable without affecting original elements, to permit future restoration. The use of similar sign designs in



Figures 5.39 through 5.41: Examples of landmark signage along the East 14th Corridor

the Palma and Gateway Districts is encouraged (Figure 5.39 through 5.41).

- l) For lit signs, use of spot lighting, halo lighting, or exposed neon is preferred. Spot lighting should be inconspicuous or an integral design feature of the sign, and should not cause glare for pedestrians or motorists. Blinking or flashing sign lighting is prohibited by the San Leandro Zoning Code.
- m) Careful consideration should be made of window and door signage, shading and screening devices, and interior displays such that transparency is not significantly diminished by these elements.

Building Service Elements

- a) Secondary building elements such as garbage receptacles, utility meters and mechanical equipment should be accommodated within the building envelope whenever possible. If secondary building elements must be outside of the building envelope, they should be screened from view of pedestrians. Screening should be harmonious with the building design. See also section on Roof Design.
- b) Whenever feasible, utility meters in front of buildings should be installed below ground either on private property or in public sidewalks.
- c) Loading areas should not occupy more than 20 feet of building frontage.
- d) Solid walls should be landscaped to soften their appearance and should be made of finished materials to be compatible with the primary building. Decorative elements, variation in materials, and articulation should be used.
- e) On new construction, building utilities (i.e. plumbing and heating vents, etc.) should be grouped to minimize their visual impact on the roofs of buildings wherever possible.

5.2.3 Parking and Screening

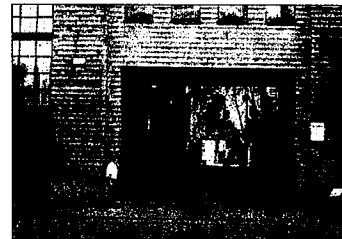
The East 14th Street, South Area is home to many auto-oriented businesses, including retail, automobile services and auto sales. These uses are often associated with paved service yards, customer parking, or display areas, many of which directly abut public sidewalks. Screening of these parking areas and yards, however, is pro-

vided in only a few cases or in an insufficient manner. This condition negatively impacts the public realm in two ways: 1) unsightly yards and parked cars are exposed to view from public spaces, particularly sidewalks, and 2) spatial definition and continuity of the street edge is disrupted due to the lack of vertical elements along the property line, such as buildings façades. The latter is a particular issue at street intersections, where buildings should define the pedestrian space at street corners and create a connection to the adjacent neighborhoods.

It is therefore important that future development accommodates parking and yards in a way that mitigates the negative impacts of such uses on public areas and neighboring uses to the largest extent possible. Existing parking areas and yards should be retrofitted following the guidelines below to create greater spatial continuity and improvement of the pedestrian realm along East 14th, South Area. Retrofitting should be a condition of use permit approval or site plan review for auto-oriented uses.

General

- a) New parking areas should be accommodated behind buildings as surface parking or in a parking structure, in a central court, or in an underground facility (Figures 5.42 and 5.43). All surface parking should be buffered from public view.
- b) To the greatest degree possible, the exposure of structured parking should be minimized along streets and sidewalks, parks, and plazas. Structured parking should be buffered from public view with landscaping or should be "wrapped" around with ground floor building space.
- c) Garage structures should adhere to the same requirements as commercial buildings in terms of orientation, entries, design, and architectural elements. Upper floors of garages should follow the same guidelines for the design of openings as ground floors.
- d) Openings, other than auto entries, into parking structures should be designed as typical window and door openings. Although these openings will typically not include glass, they should be designed with elements providing similar articulation and detail to window sills, jambs, and headers.
- e) Blank, monotonous façades should be avoided both on the ground floor as well as upper stories of parking garages. To lend interest to façades, architectural details similar to those used for other commercial and residential uses should be uti-



Figures 5.42 and 5.43: Example of a residential development with courtyard parking

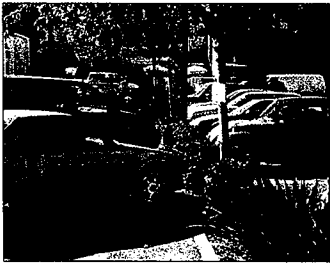


Figure 5.44 : Parking lot with trees and landscaping



Figure 5.45: Permeable paving helps reduce run-off water



Figure 5.46: Protected paths for people to walk across in parking lots

lized. This can include trellises, awnings, arbors, balconies, railings, public art, overhangs, and architectural façade details. Elevators and stairs should activate and articulate the façade of parking garages

- f) Landscape elements along pedestrian pathways should be utilized to reduce the perceived size of the lot and create a more pleasant microclimate for pedestrians.
- g) Deciduous trees should be used within surface parking areas to provide shading to reduce heat buildup and to improve visual appearance (Figure 5.44). The spacing of trees should consider the species and their growing habits.
- h) To effectively achieve this coverage, trees should be planted "orchard style" (i.e. evenly spaced throughout the parking lot).
- i) Patterned pavement surfaces are encouraged for primary driving entrances and key on-site intersections to provide visual interest. Consider incorporating 'Best Management Practices' (BMPs) for stormwater run-off into the design of parking lots such as permeable paving or landscape swales (figure 5-45)
- j) Parking areas should be properly lighted and have designated pedestrian paths to create a safe environment for persons going to and coming from their cars (Figure 5.46). Direct glare of lighting on adjacent residential properties should be avoided through proper location and shielding of light sources.
- k) Pavement markings and signage should be designed to enhance the safety and circulation within parking lots for all modes.
- l) Clearly delineated walkways, separated from traffic lanes, should be provided from parking areas to the entrances of establishments. (Figure 5.47)
- m) Walkways should provide a minimum clearance between car fenders of 5 feet.
- n) Where the path crosses the auto lane, the path should be clearly delineated by a contrasting color, pavement pattern, and/or be raised slightly to form a speed table.
- o) Trees should be planted along interior pedestrian paths to provide needed shade.

Tandem Parking

Tandem parking is a configuration of parking by which two stalls are accessed from the same parking aisle or driveway (Figure 5.46). Tandem parking is more efficient in terms of land area and cost for parking, because the same aisle provides access to two rather than one space. But tandem parking requires that the last car into a set of tandem spaces must be moved before the first car can be moved; this requires coordination between the drivers of the two cars.

- a) Tandem parking is allowed to meet the parking requirements for single-family attached residences, multi-family residences where the two spaces are owned or rented by the occupants of a single unit, employee parking for commercial and office uses, and in commercial parking lots with valet parking.
- b) Tandem parking spaces as allowed above should be counted towards the parking requirement for a land use within the South Area planning area.

Provisions for Car Sharing

Car sharing is the practice of organized sharing of cars by individuals and/or businesses that want to reduce the cost of operating a vehicle by sharing it with other users. City Carshare is a non-profit organization in the Bay Area that supports the sharing of autos. The East 14th Street South Area Development Strategy supports car sharing by providing for a reduction in parking requirements for certain uses in the planning area if a car share vehicle is provided.

Screening of Parking Lots & Outdoor Use Areas

- a) Parking lot screening and landscaping along the sidewalk edge is required to provide a buffer for pedestrians walking along adjacent streets, to provide a shaded and comfortable microclimate, and to reduce the sense of auto-dependency and encourage the sense of 'pedestrian equivalence'.
- b) Where adjacent to public sidewalks, parking areas (and gas stations) should include walls, trellises or arbors, artwork, or shrubbery between the sidewalk and the first row of parked cars (Figures 5.48 and 5.49). A maximum of 3'-6" tall, visually 'solid' buffer, such as a wall or hedge, should be provided to screen the parked cars. Walls, fences and trellises should be built with attractive and durable materials. (Figure 5.50)
- c) Similarly, commercial storage, outdoor display and sales areas abutting street frontages and residential should be visually



Figure 5.47: Example of clearly delineated path in parking lots



Figures 5.48 and 5.49: Examples of landscaped screen parking/gas station and between public sidewalks



Figure 5.50: Well articulated trellis screen between a parking lot and a public sidewalk

screened up to six feet with landscaping or the methods and materials mentioned above. If a wall is used, it should be combined with a landscaped planting strip.

- d) Wherever feasible, trees should be planted for screening in combination with measures described in section 5.2.1. Trees planted for screening may not cast a shadow onto preexisting solar panels on neighboring properties; stipulations of the California Solar Rights Act (Section 714 of the Civil Code) apply.
- e) The use of cyclone/chain link-type fences along street frontages or abutting residential properties is not allowed.
- f) Where permanent fences are needed, high quality fencing material should be used (Figure 5.51 shows a positive example). The possibility of including artwork in the design of the screen should be given strong consideration.

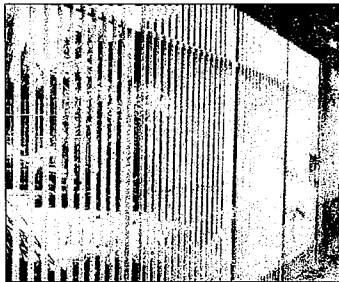


Figure 5.51: High quality permanent fencing.

Bicycle Parking

- a) Bicycle parking should be conveniently located to encourage their use as an alternate mode of transportation.
- b) Large projects should include bicycle racks within the project site at a location that is clearly visible from the public street or from active building spaces. When possible, locked and covered structures for bicycles should be provided and designed to be compatible with the architecture of the building.

5.2.4 Open Space and Landscaping

With only very few public open spaces in proximity to East 14th Street, it is pertinent to maximize the combined effect of landscaping associated with private development and public improvements. The guidelines that follow aim to increase the amount and quality of open space and landscaping along the corridor. Larger projects are encouraged to incorporate a pedestrian plaza that is accessible to project residents and the public. In addition, the guidelines promote landscaping to screen taller building volumes in new projects, to help create a smoother transition between structures of different scale and use.

General

- a) In large projects where publicly accessible pedestrian plazas are provided, the character of such plazas should be appropriate for the predominant use or mix of uses in a project.

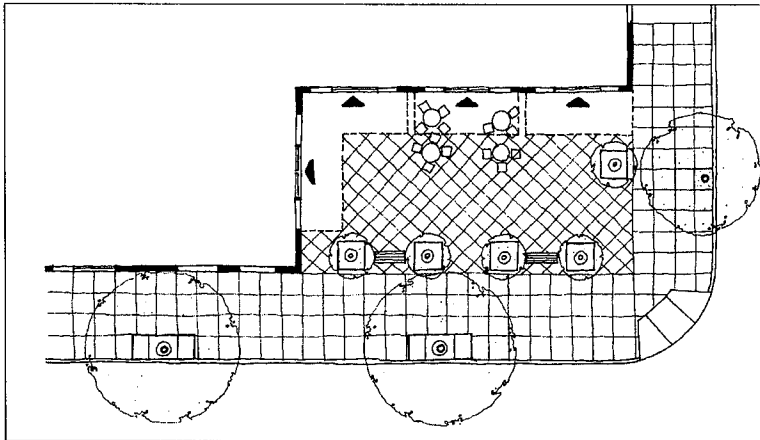


Figure 5.52: Corner plazas should be incorporated with quality landscaping

This may be an entry plaza, a plaza with seating for a cafe or restaurant, or a plaza with public outdoor seating and other amenities. All plazas should incorporate high quality landscaping that is an integral part of the overall building design and style. All plant material should be appropriate for the climate conditions at the plaza location (Figure 5.52 and 53).

- b) Mixed-use, residential and live/work projects should incorporate interior courtyards and/or rooftop gardens. The incorporation of semi-public open spaces is strongly encouraged (Figure 5.54).
- c) Along the frontage of a development project facing East 14th Street, private landscaping in planters, and the integration of outdoor seating into the building and site design are strongly encouraged (Figures 5.55).
- d) Existing specimen and heritage trees on private properties should be retained and properly protected during construction.
- e) Landscape design, plant selection, and maintenance should provide for safe visibility between vehicles, pedestrians, and bicyclists.

Landscaping for Buffers and in Setbacks

- a) On properties with new buildings of three or four stories and abutting existing residential uses or properties zoned for residential, screening should be provided along the property line adjoining the residential area within a planting strip of 8 foot minimum width. Such screen should consist of landscaping and a fence of six feet maximum height (Figures 5.56). The



Figure 5.53: Corner Plazas can significantly enliven the public realm



Figure 5.54: Interior courtyards in mixed used buildings



Figures 5.55: Integrated outdoor seating with public right-of-way

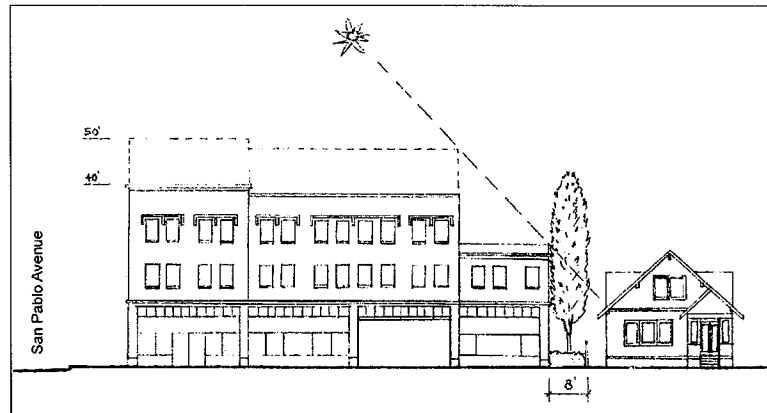


Figure 5.56: Adequate screening should be provided for single-story residential uses next to buildings more than 4 stories

landscaping should include columnar deciduous trees planted at 20 feet on-center. The provided fence should be suitable for residential settings.

- b) Trees planted in the 8-foot setback may not cast a shadow onto preexisting solar panels on neighboring properties; stipulations of the California Solar Rights Act (Section 714 of the Civil Code) apply.

Residential Yards

- a) Buildings with ground floor residential uses may set back from the front property line up to 10 feet, if this space is used to accommodate landscaping that both enhances the public realm and the sense of privacy for residential units on the first floor. The landscaping within the setback should be an integral part of the overall building design and style. Plant material should be high quality and appropriate for the climate conditions at the yard location.
- b) Front yards can be defined by a fence or hedge of no more than three feet in height. Any portion above 3 feet should be visually permeable.
- c) Entry gates can be enframed by a gateway. Both fences, and gateways should be built with attractive and durable materials. The use of cyclone/chain link-type fences is not allowed.

6.

East 14th Street South Area Streetscape Improvements

Making improvements to the character of the East 14th Street public right-of-way is an integral component of the South Area Development Strategy. This notion is supported by the emphasis placed on creating pedestrian-friendly environment by San Leandro's General Plan. A positive streetscape image and environment are also important assets from a developer's point of view and could contribute to creating momentum for future residential and retail development envisioned by the General Plan and desired by residents of the area. Design elements favored by a majority of participants in the planning process include the introduction of a tree-lined median, wider sidewalks (both south of 135th Avenue), and safer, more frequent pedestrian crosswalks at intersections. This chapter of the East 14th Street Development Strategy presents recommended corridor-wide design concepts for a redistribution of available right-of-way width to better accommodate the needs of pedestrians and transit users, while still maintaining acceptable service levels for vehicular travel. It also illustrates design concepts for intersection and crosswalk improvements that can be used in applications for funding of improvements through a variety of sources, and that can be implemented after further analysis and design development.

6.1 Streetscape and Transportation-related Community Goals

The Consultant Team, City staff, and the community engaged in an incremental goal setting and a design process to determine a preferred and suitable set of streetscape improvements for East 14th Street throughout the South Area. In the first part of the process, a set of preliminary goals was established based on the General Plan and through input from the community. The Consultant Team then prepared illustrations of

several design alternatives for community review and comment. The approach to establishing a preferred design concept applicable to the entire Corridor and its varying conditions consisted of the following key steps:

1. Identification of desired improvements and design elements based on the evaluation of existing shortcomings (as described in the "Transportation Assessment" Section above), functional requirements (such as continued use as a truck route and major transit corridor), and preliminary community goals;
2. Preparation of alternatives, illustrative corridor concepts and cross section design alternatives;
3. Evaluation of cross section and intersection design alternatives based on feasibility relative to right-of-way constraints, California Department of Transportation standards, and effectiveness in handling traffic, as well as performance relative to community goals and selected tradeoffs;
4. Identification of desired improvements based on final community goals; and
5. Selection of preferred alternative that best balanced operational requirements and community goals.

While Chapter 2 discusses all the goals and policies for the East 14th Street South Area, those most critical to transportation and streetscape design are listed below:

- Create a distinctive overall design for the East 14th Street Corridor, its public right-of-way and public open spaces;
- Incorporate urban design elements such as bollards, pavers, fountains, signage, street furniture and tree lighting to establish a stronger design identity along East 14th Street (See General Plan Policy 42.03);
- Ensure a safe, attractive and efficient design of transportation facilities within the East 14th Street Corridor that balance the needs of all modes of transportation;
- Enhance the access for East 14th Street businesses and improve access for all types of transportation to better serve businesses and residents, while protecting adjacent neighborhoods from overflow traffic and parking; and
- Create a safe and attractive pedestrian-oriented streetscape environment along East 14th Street that will better link the Corridor to adjacent neighborhoods, help attract desired businesses and services, and beautify and enliven the street overall.

It should be noted that the general intention of these goals are also

supported by goals and policies recently established by Caltrans, which is a key point, as East 14th Street is a state highway under Caltrans jurisdiction. This correlation of goals may also be beneficial for future funding efforts by the City for the eventual implementation of the recommended improvements. Caltrans' goals and policies are addressed in greater detail in *Appendix 6: Recommended Improvements in the Context of Caltrans' Goals and Design Standards*.

The goals listed above aim to improve the pedestrian environment throughout the corridor, assuming that the attractiveness of the corridor for both the local and city-wide population will increase if the corridor better accommodates the needs pedestrians and transit users. Improvements include functional aspects, such as safety, access and mobility, as well as streetscape aesthetics. According to statements by developers interviewed for this project (see *Appendix 1: Results of the Developer Symposium*), pursuing such improvements will also increase the Corridor's attractiveness for potential future investors in new residential, retail and mixed-use development.

Through discussions with the advisory committee and through input from public workshops, the following design elements and design criteria were identified as desirable and important for the East 14th Street Corridor:

- Maintain sufficient traffic capacity to accommodate growth as forecast by the San Leandro General Plan and by this study;
- Provide left-turn lanes where needed and appropriate;
- Maintain or add on-street parking where needed for businesses along the street;
- Create wider sidewalks for pedestrian and business activity;
- Add corner curb extensions (bulb-outs) and other design features to create safer crosswalks throughout the Corridor;
- Implement median refuges for slower paced pedestrians, such as the elderly and handicapped;
- Provide raised, tree-lined medians;
- Install pedestrian lighting along East 14th Street to increase pedestrian safety and enhance the pedestrian experience; and
- Do not duplicate bicycle facilities and level of bicycle accommodation on East 14th Street that are already provided on Bancroft Avenue.

Recommended Redesign for the East 14th Street Corridor

The recommended changes and improvements to the public-right-of-way are intended to create a synergy with the goals and actions described in other sections of the South Area Development Strategy in order to bring about a positive change in the character of East 14th Street. This includes a transformation from a highway designed primarily for motor vehicles to a multi-modal urban thoroughfare with improved safety and convenience for pedestrians, and to a center of community activity rather than a barrier between activities on either side of the street. At the same time the proposed improvements are intended to maintain mobility and improve the overall safety for transit, trucks, automobiles, bicycles, and pedestrians.

The overall approach for the redesign of South East 14th Street can be characterized as a re-balancing of needs of different users of the street, including drivers, pedestrians, transit riders, and bicyclists. The proposed cross sections and intersection improvements generally reallocate portions of the limited available right-of-way in a way that creates improved conditions for non-motorized users of the street while maintaining vehicular mobility and safety.

It should be noted that all recommendations have been developed to a schematic design level and therefore require further refinement and technical analysis as they are taken through design development and construction document phases.

Based on the goals discussed above and particular design elements desired by the community, the following overall concepts are recommended for implementation in the South East 14th Street Corridor (See Figure 6.1 for an overview of all suggested improvements).

Improvements of East 14th Street North of 135th Avenue

1. Reconfigure lanes from two southbound travel lanes and one northbound travel lane to one lane in each direction with a center two-way-left-turn lane. Sidewalk (9 feet) and parking lane (7 feet) width would remain constant (Figure 6.2).
2. Introduce curb extensions at street corners of East 14th Street and its side streets (where feasible) to facilitate a shortening of pedestrian crossing distances and to increase pedestrian circulation space in this constrained pedestrian environment.

feet wide and more conducive to pedestrian activities.

The proposed reconfiguration of travel lanes would provide the following operational advantages:

- Providing a turn lane would reduce delays in both directions, particularly for northbound traffic, which is currently impeded by left-turning vehicles. This would also reduce the likelihood of rear-end collisions.
- Pedestrian safety would be improved, as the center turn-lane could also function as a median refuge for pedestrians in certain locations.

Using Estabrook Street as an example, Figures 6.3 and 6.4 and the photo simulation in Figures 6.5 and 6.6 illustrate the typical proposed design for T-intersections in the area. It should be emphasized that most intersections along this segment of East 14th Street are T-intersections. The illustrated treatment can easily be adapted to conditions at one of the few four-leg intersections should be configured similarly. The installation of pedestrian refuges in this segment of East 14th Street is only possible on the side of the T-intersection where no turn movements occur. Because of their close proximity to one another, some T-intersection cannot be improved with pedestrian refuges. See Figure 6.1 for an overview where the implementation of pedestrian median refuges is believed to be possible.

Recommended Relocation and Treatment of the Transition Zone

It is proposed that the transition zone between the three and the proposed four-lane section of East 14th Street be relocated from its current location between Blossom Way and 135th Avenue to between 135th Avenue and San Leandro Boulevard (see Figure 6.1). Relocating this transition area to the south would not be expected to negatively impact traffic operations, since delays to traffic primarily occur at signalized intersections. The transition area for northbound traffic merging from two travel lanes to one travel lane should be designed to standards acceptable to Caltrans guidelines (see discussion of lane transition formula below). The shorter length of the transition zone and its more southerly location will create the following benefits:

1. Locating the beginning/end of the transition zone just north of the easily recognizable "landmark" intersection of East 14th Street and San Leandro Boulevard puts this critical change in roadway conditions at a logical "breaking point".

East 14th Street North of 135th Avenue Recommended Street Sections

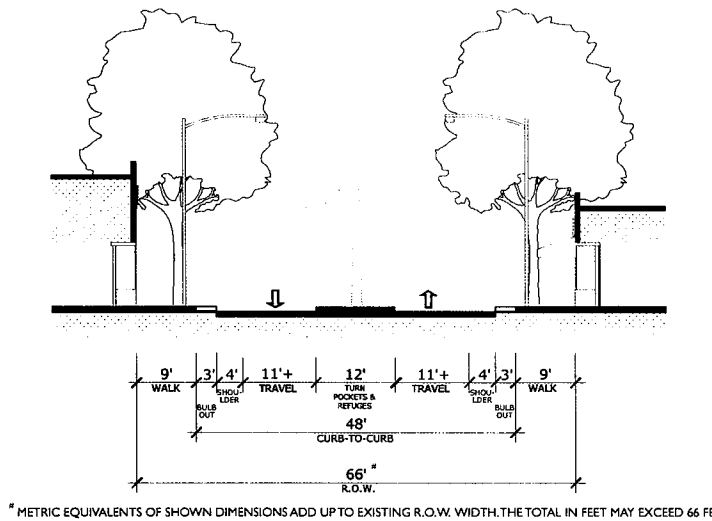


Figure 6.2: Recommended Section

- Eliminate second southbound travel lane and replace with two-way turn lane with pedestrian refuges (see below).

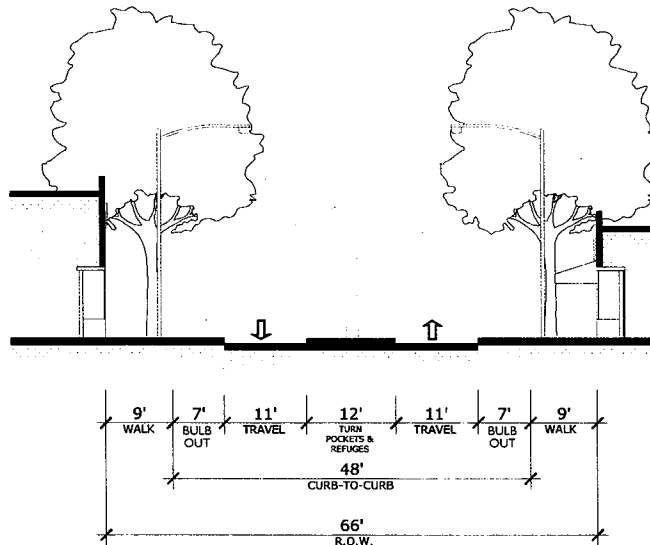


Figure 6.3: Recommended at T-Intersection

- Build pedestrian refuges at center of roadway opposite left turn pocket (where feasible).
- Plant tree/other landscaping in short (approximately 65' long) median.
- Build corner bulb-outs (where feasible).

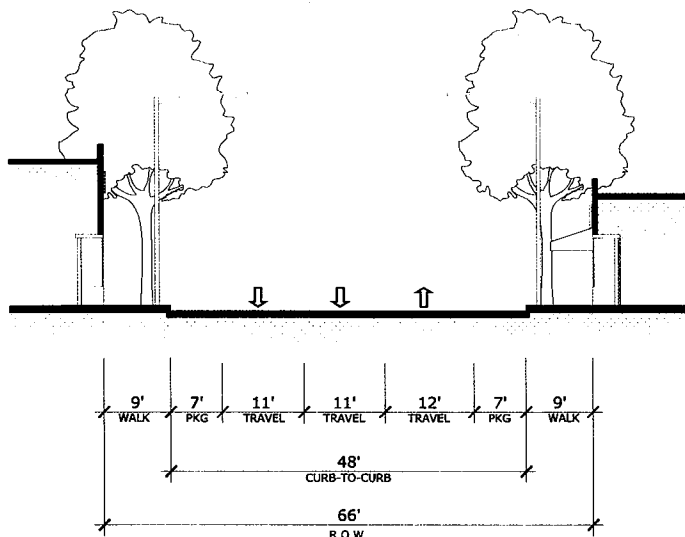


Figure 6.4: Existing North of Blossom Way

Pros:

- Pedestrian safety improved through introduction of pedestrian refuges and corner bulb-outs.
- Northbound traffic flow improved by new turn lane;
- Greater safety given increased separation between north and southbound traffic
- Beautification through added landscaping.

Cons:

- none identified



Figure 6.5: Existing conditions at the East 14th Street / Estabrook intersection.



Figure 6.6: Photo simulation of the recommended crosswalk and streetscape improvements.



Figure 6.7: Examples of tree-lined center medians: International Boulevard, Oakland, San Pablo Avenue, Berkeley

2. Residential uses currently fronting on the transition zone will in the future front onto a segment of East 14th Street that is less dominated by automobile traffic.
3. Potential reduction of impacts from cut-through traffic at Blossom Way (if combined with other measures).
4. The relocation provides opportunity for the use of some of the "freed up" right-of-way for:
 - the widening of sidewalks in the area,
 - additional landscaping to screen some of the unattractive walls and fencing that currently exist on the western side of the area,
 - additional landscaping within the furnishings zone to give greater separation between residential uses and traffic, or
 - additional space that could be added to private development on adjacent opportunity sites where this is beneficial for the public good.

It is not expected that shifting of the transition zone into the proposed new location will adversely impact traffic flows and signal operation. However, a future traffic study conducted prior to the final design stage should further study the traffic conditions under the proposed configuration.

Recommended Cross Section and Intersection Treatment of the Segment South of 135th Avenue

For the segment south of 135th Avenue, the community expressed a preference for the design option that replaces the existing 12-foot wide two-way-left-turn lane in this segment of East 14th Street with a raised, tree-lined center median of equal width (see examples of similar existing tree-lined medians in Figure 6.7 and recommended street sections in Figure 6.16). Left-turn lanes would generally be provided at all intersections with side streets. The left-turn pockets and breaks in the proposed median of to give access to individual businesses will have to be determined on a case-by-case basis as part of the final design process for the proposed improvements.

The widening of sidewalks from 10 to 13.5 feet is the second key component of the preferred alternative for the redesign of this portion of the Corridor. A 13.5-foot sidewalk provides adequate accommodation for essential pedestrian and business activity as desired for a multi-modal street at the heart of numerous neighborhoods.

During the planning process, the SAAC expressed the clear preference that possible future Bus Rapid Transit service on East 14th

Street take place in a travel lane shared by automobiles and buses rather than a dedicated lane at the cost of the desired median. Some concerns were also expressed with respect to cost of the preferred alternative due to the needed extensive rebuilding of curbs and gutters and possible conflicts with underground utilities and existing street trees. A design study showed that existing street trees could remain, if properly protected during construction, and that significant portions of curbs and gutters along the street would need to be rebuilt in order to implement other desired improvements, mostly curb extensions at intersections recommended for upgrading. The additional length of new curb and gutter specifically needed for wider sidewalks is relatively minor. The undergrounding of existing overhead utilities, planned to take place along the corridor from 2005 to 2007, should be closely coordinated with the recommended cross section to avoid conflicts between future utility and curb alignments. Potential conflicts with existing underground utilities were not specifically analyzed for this study and need to be coordinated as part of the final design and construction plans for the improvements. Finally it should be noted that the County of Alameda Fire Department reviewed the recommended plans and sections and concluded that there were no major concerns with respect to emergency vehicle access throughout the corridor, with the exception of design details (such as curb radii) that could be fully addressed during the final design stages for any of the recommended improvements.

Figures 6.11 and 6.13 as well as the photo simulations in Figures 6.19 and 6.20 illustrate how pedestrian crossings, pedestrian median refuge, and curb extensions would typically be applied at the many T-intersections. The illustrated treatment can easily be adapted to conditions at one of the few four-leg intersections should be configured similarly. Figure 6.8 illustrates how a turn lane and an 8-foot wide pedestrian refuge would be accommodated within the right-of-way by shifting lanes out toward the sidewalk curb. Although several options exist with respect to how on-street parking can be accommodated (parking on one side only, no parking on both sides for the length of the turn lane), shown here are parking spaces in optional parking pockets. If implemented as illustrated, the average loss of parking stalls per left turn pocket is limited to four stalls.

A cross section alternative that retained the existing sidewalk width was initially also considered for this segment of East 14th Street but

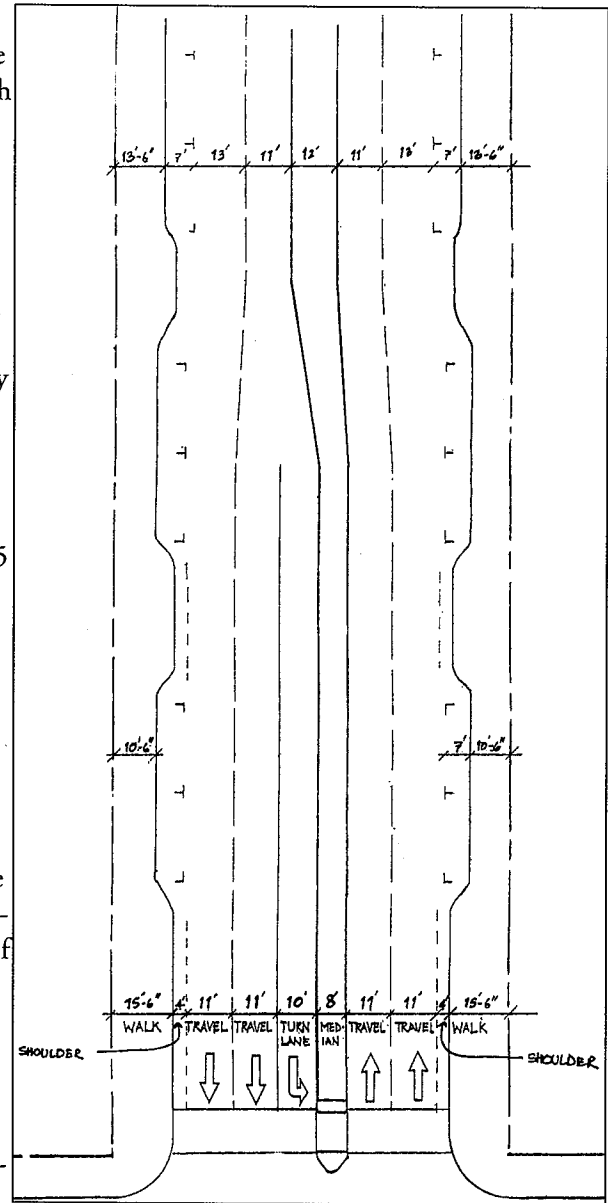


Figure 6.8: Example of lane shifts and possible parking accommodation along turn lanes south of San Leandro Boulevard.

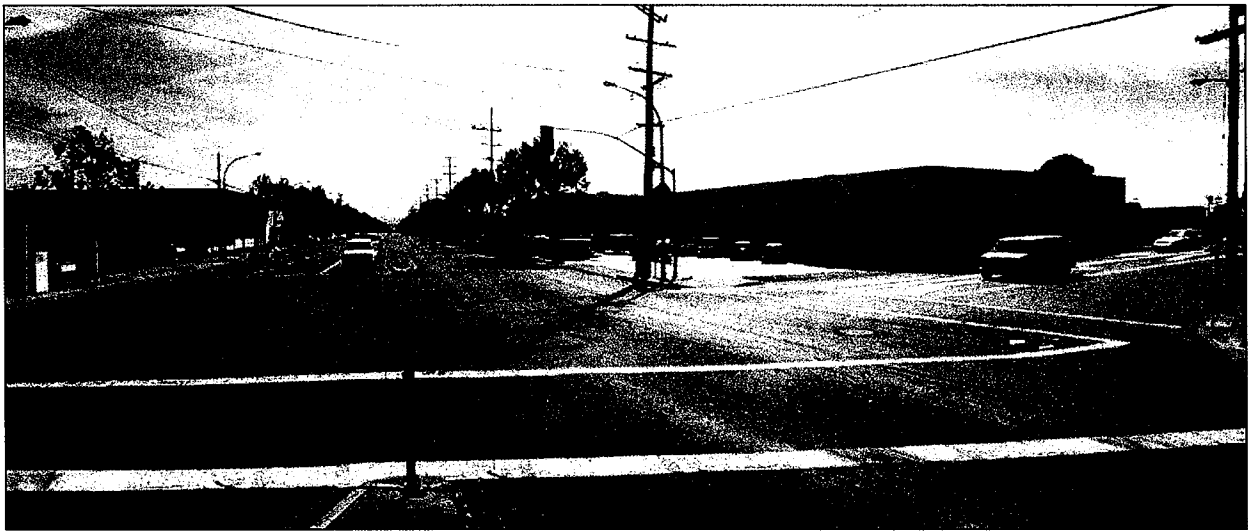


Figure 6.9: Existing conditions at the East 14th Street and 143rd Avenue Intersection.



Figure 6.10: Photo simulation of the recommended tree-lined median and crosswalk improvements.

not elected as the preferred option. For reference purposes, this option is illustrated in *Appendix 7: Alternative Street Cross-Section for South of 135th Avenue*.

Because of their unique character and importance to the International and Cultural District, site specific schematic design solutions were created for the 'Storm Block' (between 143rd and 144th Avenues) and the Eden Center (between 146th and 148th Avenues). Both sets of schematic designs include suggestions for improvements to pedestrian and vehicular circulation, parking, intersection improvements, and cross sections of East 14th Street in the two areas. Please refer to *Appendix 8: Site-Specific Design Solutions for Storm Block and Eden Center*, for a more in-depth discussion and illustrations of these recommendations.

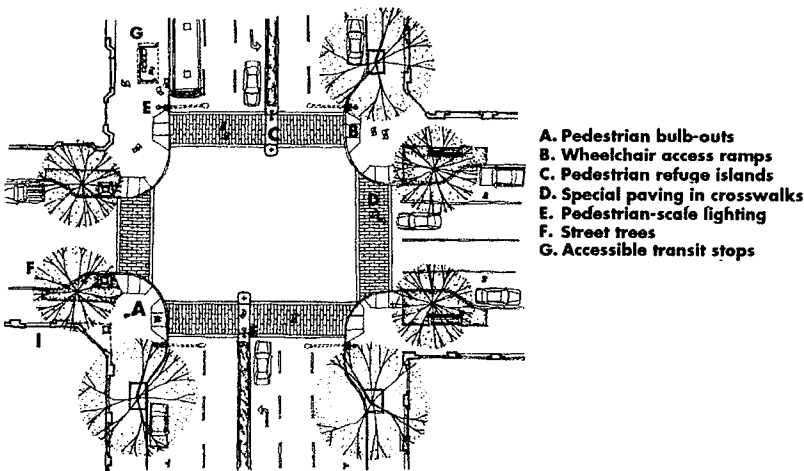


Figure 6.11: Prototypical set of intersection improvements.

Design Characteristics of Typical Crosswalk Improvements at Intersections

Figure 6.11 illustrates a prototypical set of crosswalk improvements for use throughout the East 14th Street corridor (also see Figures 6.13 - Recommended Improvements at T-Intersection South of 135th Avenue, and 6.14 - Recommended Improvements at T-Intersection North of Blossom Way).

All marked crosswalks at signalized and unsignalized locations should be maintained and be upgraded to include the following features:

1. The width of crosswalks should be a minimum of 12 feet;
2. Four-foot corner bulb-outs (curb extensions) to shorten crossing distance (See Figure 6.12)s;
3. Special paving material such as (colored) concrete brick pavers for crosswalks with higher pedestrian crossing volumes;
4. Eight-foot pedestrian refuge protected by the median and an 8-foot by 4-foot wide concrete curb on the 'intersection' side (south of 135th Avenue);
5. Two in-pavement light fixtures mounted on the 8-foot by 4-foot concrete curb to provide a wash of light on the pedestrian refuge at night. In addition, a single pedestrian-scale fixture should be located on the median side to provide general lighting of the refuge;
6. New combined roadway and pedestrian-scale light fixtures at all intersection corners; and
7. Ladder-type striping of pedestrian crossings (Figures 6.18) to increase the visibility of crosswalks at unsignalized intersections. (Markings should be of 70% color contrast from the adjoining walking surface to meet ADA standards.)

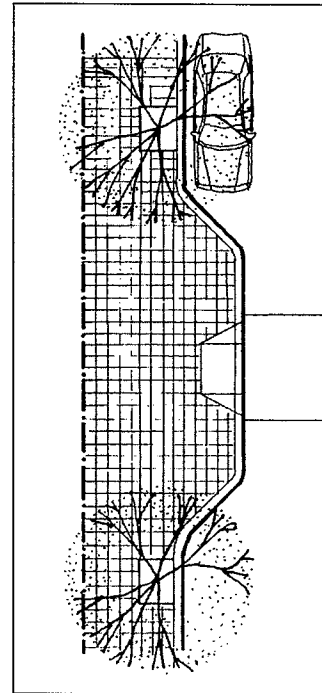
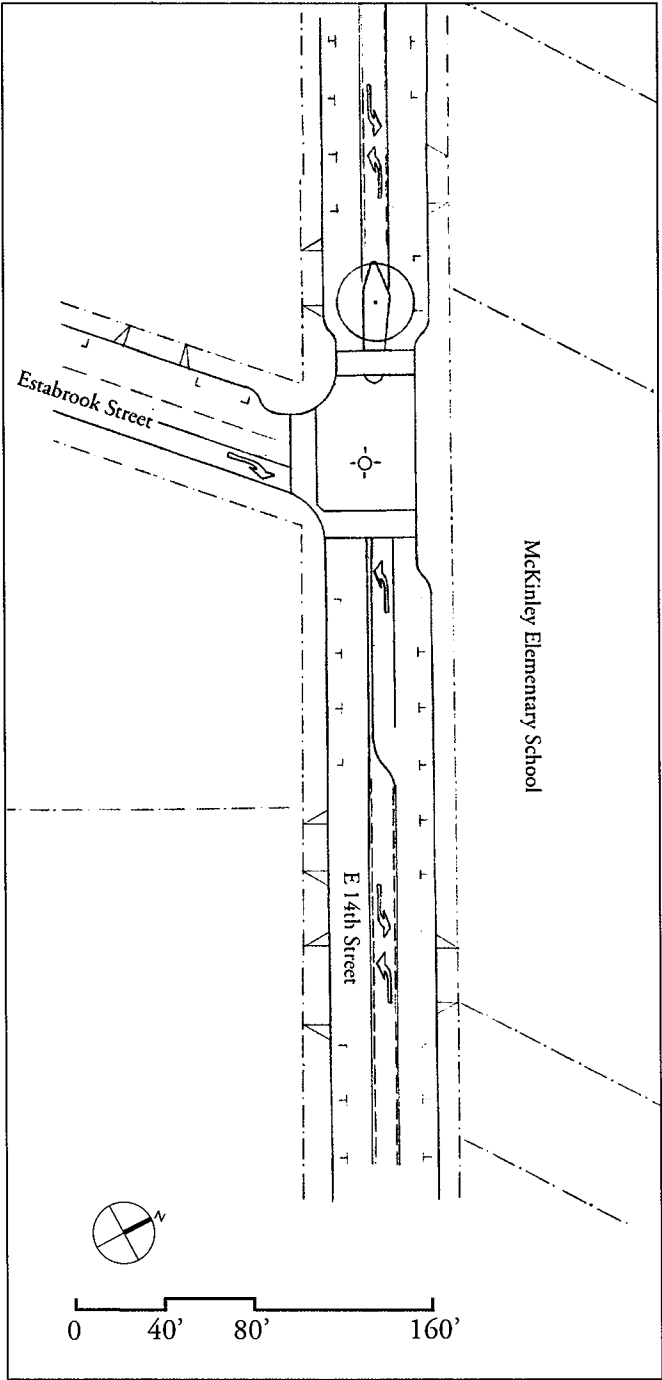
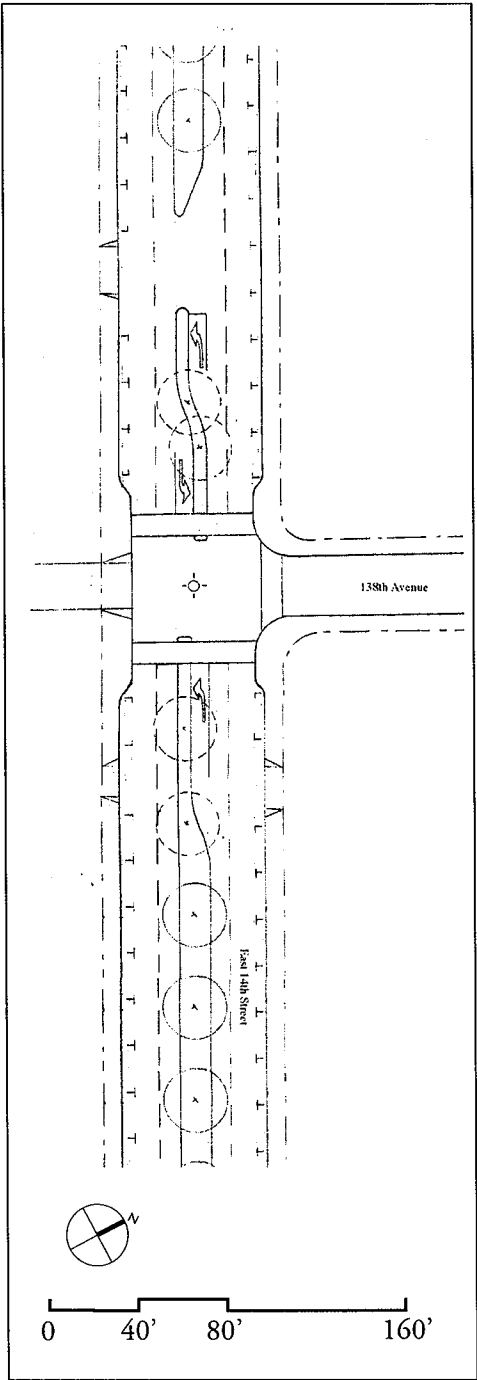


Figure 6.12: Bulbouts can be used with T-intersections.



6.3 Signalization Improvements and Additional Crosswalk Locations

Recommended Locations for Potential New Signals and New Crosswalk

A key goal of the San Leandro General Plan and the East 14th Street South Area Development Strategy is to improve pedestrian circulation along the East 14th Street Corridor and facilitate creation of a pedestrian-oriented street environment. This goal will need to be balanced with competing objectives for East 14th Street, which is a major arterial and State highway. In the past, automobile circulation along a corridor has often been given priority over pedestrian improvements. A key goal of this Development Strategy is to balance objectives for vehicular, pedestrian, and bicycle traffic, as well as transit, by creating policies and guidelines intended to enhance circulation for all modes.

This section outlines where additional crosswalks could be installed in unsignalized locations (north of 135th Avenue only) and where the addition of traffic signal might be required in order to provide crosswalks. All recommendations for additional crosswalk locations are based on guidelines published by the Federal Highway Administration (FHWA). These guidelines, and their application to conditions in the East 14th Street Corridor, are discussed in greater detail in *Appendix 8: Discussion of Federal Highway Administration Guidelines for Crosswalk Locations*.

Locations for possible additional crosswalks and/or traffic lights are illustrated in Figure 6.1. The recommended improvements have been prioritized (A = high priority and B = long-term) according to the need for mitigating the impact of large distances between existing crosswalks and short-term feasibility.

It is expected that some of the recommended new traffic signals south of 135th Avenue can be warranted by Caltrans in the future on the basis of new development occurring in proximity to such locations. However, in early negotiations with Caltrans and as part of the project study report for the major street improvements, it should be argued that current distances between signalized crosswalks are simply unacceptable and should be addressed even if pedestrian volumes alone cannot warrant implementation of a signal. Observed jaywalking in parts of the corridor probably occurs because of the long spacing between marked crossings.

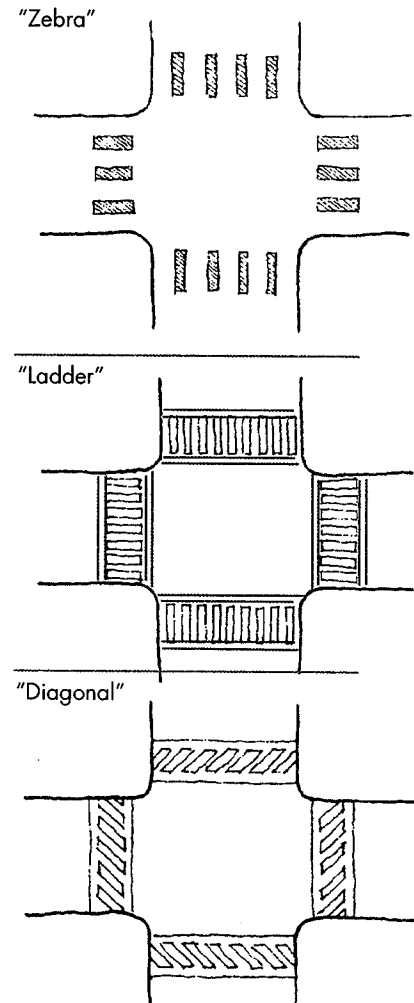


Figure 6.15: Possible striping patterns for marked crosswalks.

East 14th Street South of 135th Avenue Recommended Street Sections

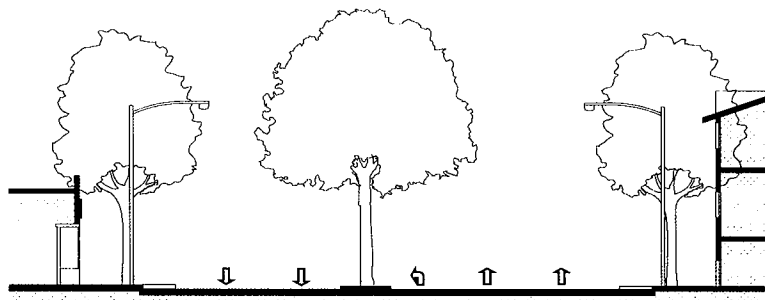


Figure 6.16: Recommended 12' Median and Sidewalks

- Replace two-way left-turn lane with 18'-wide, tree-lined median.
- Increase sidewalk width by 3' to 13.5'.

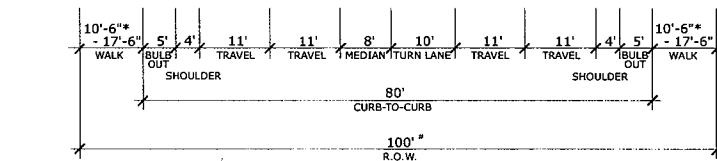


Figure 6.17: Recommended with Turn Lane

- Build 8'-wide median refuges at crosswalks.
- Build corner bulb-outs at crosswalks to shorten pedestrian crossing distance at intersection.
- Depending on local conditions, some parking spaces may be lost near intersections.

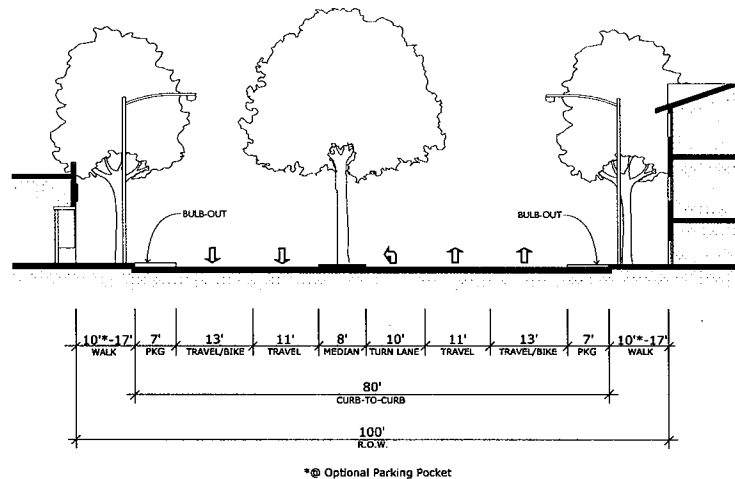
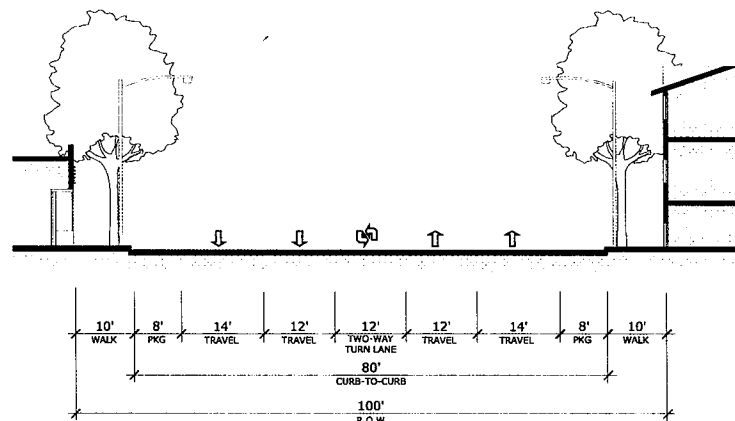


Figure 6.18: Existing South of 135th Avenue



Pros:

- Pedestrian safety improved through introduction of pedestrian refuges;
- Crossing distances reduced by corner bulb-outs and pedestrian refuges; and
- Improved safety through greater separation between north- and southbound traffic and greater regulation of left-turn movement.

Cons:

- Median imposes some limits on accessibility of individual properties;
- Range of pedestrian/business activities limited by sidewalk width; and
- Narrower sidewalks could adversely effect street trees;
- Minimum bicycle accommodation.

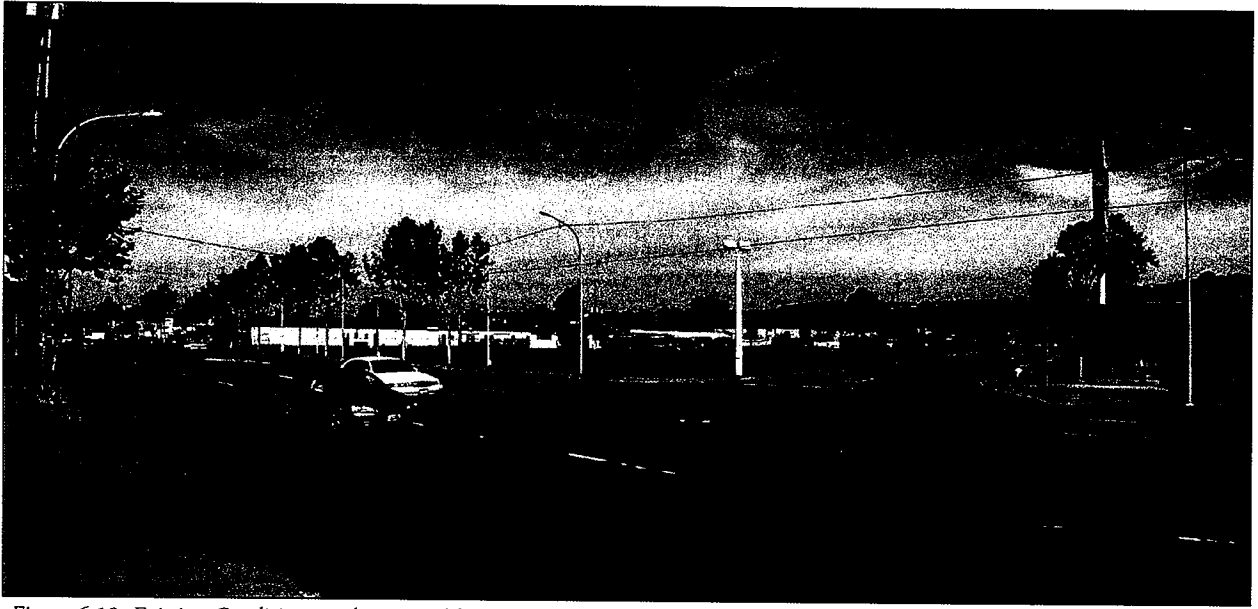


Figure 6.19: Existing Conditions at the East 14th Street / 138th Avenue intersection.



Figure 6.20: Photo simulation of the recommended crosswalk and streetscape improvements.

Signalized Intersections

All existing and future proposed signalized intersections – including T-intersections – should be considered for providing two crosswalks across East 14th Street. A determination on this should occur on a case-by-case basis and under consideration of local traffic and geometric conditions.

Further Traffic Studies

It should be noted that further traffic studies will need to be conducted prior to the final corridor redesign stage and as part of individual applications for the warranting of additional signals and crosswalks, as required by Caltrans. Such studies should include simulations of future traffic volumes and the calculation of potential travel delays that may arise from the introduction of new traffic signals. However, it should be emphasized that even if travel delays would occur, these should be evaluated in the context of the General Plan goals for East 14th Street and the pedestrian safety and speed management benefits that result from additional crosswalks and traffic signals.

6.4 Bicycles on East 14th Street

The City's Bikeway Plan (1997) identifies Bancroft Avenue as the designated north-south bicycle corridor in the vicinity of this study area. However, a portion of East 14th Street, between 136th and 143rd Avenues is designated as a bicycle route to provide connectivity to the proposed bicycle route on 143rd Avenue. A shared 13.5-foot wide travel lane is proposed on this section of East 14th Street to accommodate the bicycle route. Throughout the remainder of the corridor south of 135th Avenue, bicyclists would travel in a 13-foot wide shared travel lane (see Figure 6.21).

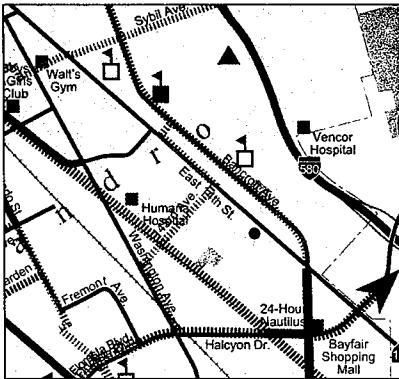


Figure 6.21: San Leandro Bicycle Plan

While a 14-foot lane width would be preferable to accommodate shared travel by bicyclists and motor vehicles, the desire to develop wider sidewalks and accommodate minimum requirements for medians, travel lanes and parking lanes limits the available width to 13 feet for the outside lanes south of 135th Avenue, while the inside travel lanes would be limited to 11 feet. North of San Leandro Boulevard, the outside travel lanes are currently 11-12 feet, and would be 11 feet under the proposed conditions. In the four lane sections of the street south of San Leandro Boulevard, vehicles can pass bicycles relatively easily given the ability to 'shy' into the adjacent lane. North of 135th Avenue the redesign of the street into a 3 lane configuration allows vehicles to 'shy' into the continuous center turn lane, if needed, to pass bicycles.

In addition, the speed management techniques used in the redesign of East 14th Street will make the street safer for bicyclists.

Overall, the proposed configurations are consistent with the bicycle plan, which designates a bike route on Bancroft Avenue, parallel to East 14th Street and with the desire of the South Area Advisory Committee not to duplicate bicycle facilities on East 14th Street already provided on Bancroft Avenue. However, it should be noted that by State law, bicycles could not be prohibited from using East

14th Street, nor would this be desirable or necessary, as many skilled bicyclists can be expected to feel comfortable using East 14th Street in its proposed configuration.

6.5 Other Streetscape Improvements

Recommendations for Pedestrian-Scaled Lighting and Street Furnishings

The previous sections of the East 14th Street South Area Strategy have focused on the improvements of intersections for pedestrians as well as typical cross sections that would make the desired transformation of the street feasible. There are, however, streetscape design elements that so far have not been addressed in greater detail. These include street lighting, street furnishings, and public art. Without proper consideration of these design elements, a redesign of East 14th Street would fall short of its full potential. It should be emphasized that this consideration can most efficiently occur during the design development and detail design phases of the project.

However, the following paragraphs summarize some recommendation with regard to design and selection criteria for these above mentioned important streetscape design elements.

Street Lighting

Second only to the impact of street trees, the installation of new roadway and pedestrian-scaled lighting has the most significant potential of any design element to positively impact function and visual appearance of a street (Figure 6.22).

As described in Chapter 3, Summary of the Existing Conditions Assessment, the only lighting provided along East 14th Street today



Figure 6.22: Street trees and pedestrian-scaled lighting positively impacts the visual appearance of a street

is roadway lighting coming from "cobra-head" light fixtures. It is strongly recommended that, as part of a future redesign of the street, the entire lighting system along the street be changed to include new roadway and sidewalk lighting. Fixtures of different styles and designs are available for this purpose. Following are a few general comments and recommendations with regard to the selection of light fixtures:

- Pedestrian-scale light fixtures should be installed along the entire length of the corridor.
- It is recommended to replace the existing cobra-head type roadway lighting along East 14th Street with a lighting fixture system that is decorative in style, includes pedestrian-scale fixtures of the same style, and allow for the possible combination of roadway and pedestrian fixtures on the same post. If the existing cobra-head roadway lighting needs to be retained in the future, post-top pedestrian-scaled light fixtures can be added between cobra-head pole locations. It could also be considered to specify a light fixture whose fixture head can be mounted on both existing roadway light poles and on new pedestrian-scaled fixture posts.
- Pedestrian-scale fixtures should be provided 35 to 40 feet. The spacing of the new light fixtures should be coordinated with that of existing trees. In addition, the spacing of fixtures should be closely correlated to that of the existing street trees. This will maximize the aesthetic coherence of the streetscape and minimize the potential conflict between tree crowns and the efficiency of the lighting system. Additional spatial and lighting coordination is required if the existing cobra-head fixtures are retained in the future.
- Light sources of the pedestrian-scale fixtures should not be mounted between 12 and a maximum of 14 feet to maximize the light provided for pedestrian below the tree canopy. This dimension is derived from the 14-foot minimum clearance required by Caltrans between the roadway surface and the lowest branches of street trees. Strong consideration should also be given to installing new roadway light fixtures in both sidewalk and median locations to ensure proper lighting of the roadway. If fixtures are provided in sidewalk locations only, the canopies of the proposed London Plane trees in the medians may block some of the light from sidewalk fixtures that otherwise would contribute to lighting levels on the opposite side of the roadway. A lighting study should be conducted during the final design phase in order to determine the best configuration of fixtures for East 14th

Street.

- The design and color of traffic signal masts and mast arms throughout the Corridor should be coordinated with the design and color scheme for roadway/pedestrian-scale fixtures. Examples of the effect of such approach are illustrated in the photo simulations of streetscape and crosswalks improvements in this report (Figure 6.23).
- Low in-pavement fixtures should be installed to provide a "wash of light" on the pavement of the median refuge. To add to the general lighting in the pedestrian refuge area, one pedestrian-scale fixture should be provided, where this is feasible based on the width of the adjacent median.



Figure 6.23: Coordinated design and color scheme for roadway/pedestrian-scale fixtures

Street 'Furnishings'

Street furnishings such as bus shelters, benches, bollards, trash receptacles and others, have the potential to greatly enhance the experience of the street afforded particularly to pedestrians, bicyclists, and transit users. Following are a few general comments and recommendations with regard to the selection of street furnishings:

- A street furnishing vocabulary should be selected which considers the street design as a whole. The selected elements should form a group or "family" of furnishings. This does not imply that all furnishings have to come from one manufacturer or need to be of exactly the same style. Rather is it important for all elements to complement one another, to speak one design "language".
- In this context of creating a "family" of furnishings, it is recommended that one color scheme be generated which then can be applied to all furnishings selected for use in the Corridor. The color scheme may involve more than one color, but should be coherently applicable for all streetscape elements. The color scheme should include all lighting fixtures and signal masts and mast arms.

It is essential that throughout the selection process, applicable ADA guidelines be consulted in order to assure compliance to avoid the need for later costly modifications.

Seating/Benches

Benches or other forms of seating should be an integral part of any improvements throughout the Corridor, both at future bus stop and at areas of high pedestrian activity. Local examples of public seating on University Avenue in Palo Alto (Figure 6.24), on Santa Cruz Avenue in Menlo Park, and on Castro Street in Mountain View, can



Figure 6.24: Public seating on University Avenue in Palo Alto

serve as a model. Although these streets have more of a main street character they still can serve as a model for particular locations on East 14th Street where present and future pedestrian volumes make such amenities desirable and feasible. Following are a few general comments and recommendations with regard to the seating:

- Provide seating in locations throughout the Corridor segments with higher pedestrian activities. Seating could be accommodated in the additional space provided by curb bulb-outs or in the 'furnishings zone' of the widened sidewalks, if space allows.
- Although loitering is not a necessary consequence of installation of seating within the public right-of-way, it is advised that benches/seating not be installed without prior consultation of residents of adjacent neighborhood streets.

It should be noted that the new ADA draft guidelines require that benches/seating comply with new regulations on height and depth of the seating surface as well as the back of the bench. Fifty percent of all benches in a given location have to be compliant with these new standards. Where only one bench is provided, it has to be compliant.



Figure 6.25 & 6.26: Bollards used in areas of downtown Berkeley

Bollards

The use of bollards can enhance the pedestrian experience if their location is coherently applied throughout the pedestrian circulation system of the Corridor. Following are a few general comments and recommendations with regard to the selection of bollards:

- Bollards should be used to not only direct and/or limit vehicle activity, but signify areas of priority for pedestrians. For instance, curb ramps of crosswalks at T-intersections located at the opposite side from the intersecting street could be highlighted by placements of bollards on either side of the ramp(See figures 6.25 and 6.26).
- Placement of one bollard each at the center of the two edges to the proposed pedestrian median-refuges should also be considered. The bollards would prevent drivers from making U-turns or other turning maneuvers through this area.

Trash Receptacles

The frequent placement of trash receptacles provides a place for trash that might otherwise be discarded in the street. Following are a few general comments and recommendations with regard to the seating:

- Trash receptacles should have side doors for content removal. This feature is already required by many municipalities and intended to make content removal more ergonomic. If recycling is desired this could either occur by selecting a combined trash/recycling receptacle or by installing one separate recycling receptacle at per intersection in areas of higher pedestrian volumes (Figure 6.27) .
- Trash receptacles should be installed at all street corners of intersections in areas with higher pedestrian activity. In all other areas, one receptacle each should be located at corners diagonally across from one another.
- At T-intersections with one crosswalk, one receptacle should be installed on either side of the crosswalk. Where two crosswalks are present, one receptacle each, located on opposite sides of the street, should be installed per crosswalk.

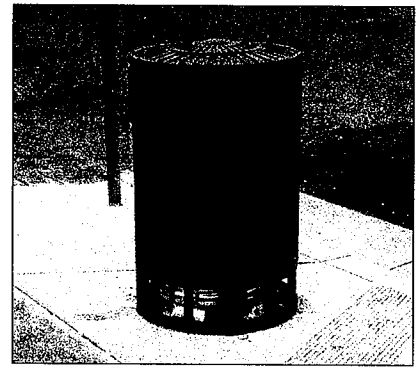


Figure 6.27: Decorative trash receptacle

Bicycle Parking

- To enhance the bicycle experience on East 14th Street, it is recommended to install bicycle parking facilities where this is desired by individual shop owners or warranted by generally high commercial or employment activity.
- Uniformly designed bicycle parking should be incorporated in the furnishing zone of the sidewalk or in bulb-outs where such facilities are desired or needed. Different designs for bicycle parking are available and the final selection should occur with involvement of San Leandro's bicycling community (See Figure 6.22).



Figure 6.28: An example of innovative bicycle parking that does not impede the pedestrian realm

Tree Grates and Tree Guards

In the long-term it is recommended to install tree grates in all sidewalk tree locations where no tree grates exist today or where new street trees are planted in the future (Figure 6.29).

- Key criteria in the selection and installation process should be the durability and accuracy of installation with respect to the connection between concrete, steel frame and the grate itself. This connection should remain flush with the surrounding walking surface for many years after the initial installation and therefore warrants particular attention in product selection and installation. Openings in the tree grates should be ADA compliant (less or equal to 1/4 inch).
- The use of decomposed granite or mulch is not recommended, as this application often leads to less untidy and

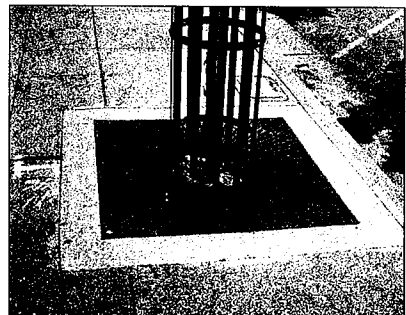


Figure 6.29: An example of a flushed tree grate

potentially less safe conditions around tree wells.

- It is recommended that the use of tree guards be reserved to commercial and pedestrian activity nodes. Although the use of tree guards is not a necessity where there is proper tree staking, they can lend additional character to the streetscape of a particular area. It is therefore recommended that the use of tree guards be reserved to commercial and pedestrian activity nodes.



Figure 6.30: An improved bus stop with seating, shelter and trash receptacle.



Figure 6.31: Public art can add playful twists to utilitarian functions such as public seating

Bus Stop Improvements

Bus stop improvements for Bus Rapid Transit and/or local bus stops along East 14th Street are a long-term goal for AC Transit, largely depending on the future availability of funding.

- San Leandro should approach AC Transit with the request for close cooperation on the design of bus stop improvements including shelters, seating, trash receptacles, and potential information kiosks(Figure 6.30).

Public Art

Public art provides the opportunity to further enhance the experience of all users of the East 14th Street Corridor and should therefore be an integral part of the final designs for the streetscape. Many of the individual design elements of a street present opportunities for the integration of public art, including special paving at cross-walk locations, within bulb-outs, or at bus stop design, shelters, seating, tree grates and tree guards, special signage, newsrack pedestals or corrals, walls in conjunction with seating and others (See Figure 6.23).

- Public art should be used to further highlight the more pedestrian active parts of the Corridor and perhaps distinguish between different district (i.e. the Palma District and the International District) from one another. Doing so will lend another level of detail to the sense of place along the Corridor, a fact that would also aid people's overall orientation within the Corridor.
- Whenever special paving is designed and implemented this should occur in coordination with representatives of the disabled community, as there are increasing concerns about some surface treatments not being compatible with special needs of the blind.

7. *Implementation Strategies*

This chapter outlines how the desired land uses and development types, the design guidelines, and the preferred streetscape improvements described in this document can be implemented over time and through transitions in City staff, elected officials and local, state and federal funding cycles. The Implementation Matrix (Table 7.1) is intended to aid in the process of incremental implementation of the project goals. Organized into specific action items categorized by type, the matrix identifies the responsible party, initial indications about possible funding sources for implementation, and an estimated time horizon for each measure (subject to funding availability and private development opportunities).

Action Items critical for the success of the South Area Development Strategy:

1. Help property owners understand the development potential of their site(s) and the overall corridor (Action Group 1.1). The City is encouraged to put together a brochure that outlines and illustrates the development potential of the Corridor and the goals of the South Area Development Strategy and its individual components, including the Corridor Concept Plan, the Design Guidelines, and the Streetscape Improvements. The City could also assist property owners by facilitating site assembly and working to attract suitable developers.
2. Use redevelopment set-aside funds for affordable housing to assist in developing the desired mixed-use development projects.
3. Adopt the East 14th Street South Area Design Guidelines and associated zoning regulations

(including parking requirements and preferred land uses) to ensure that all future development contributes to implementation of the community's vision for the Corridor.

4. Develop a façade improvements program to improve the appearance of properties that are otherwise unlikely to redevelop in the foreseeable future.
5. Improve the streetscape between Maud and 150th Avenue (Action Group 3.1). Developer interviews stressed the importance of investment in the public right-of-way. These improvements include not only visual improvements to the corridor but also the suggested pedestrian crosswalk and sidewalk improvements. The City effort to underground utilities in this area should be considered a first step in improving the appearance of the street.

Among the suggested additional studies required for implementation of the proposed transportation and streetscape improvements, the following should be considered as high priority. Applications for grants from some potential funding sources may be more successful with the additional analysis already completed. Such additional studies include:

1. Traffic analysis of at least one intersection north of Estabrook Street to make a final determination about the suggested reconfiguration of lanes proposed in this document,
2. Traffic analysis of corridor operations under addition of traffic signals suggested for incremental implementation.

Also, Caltrans suggests the submittal of a Project Study Report (PSR) to move forward with the recommended streetscape and transportation improvements (including widening of sidewalks, bulb-outs, tree-lined medians, crosswalk improvements and additional traffic signals). The above-mentioned additional studies should be completed prior to or as part of the preparation of a PSR, which marks the formal start of any project involving Caltrans.

San Leandro E14th Street South Area — Implementation Matrix

Action Item	Action Type	Timing	Responsible Party	Funding Source
	<u>Program:</u> City to adopt program to implement Action Item	<u>Near-term:</u> within 2 yrs.	Indicates key responsible party(ies) for implementation of Action Item.	Possible funding source for implementation of Action Item.
	<u>Organizational:</u> City to adjust existing practice to implement Action Item	<u>Mid-term:</u> 2 to 5 yrs.		
	<u>Policy:</u> City to adopt new policy to implement Action Item	<u>Long-term:</u> 5 to 10 yrs		
	<u>Investment:</u> City commitment of funds in order to advance particular Action Item.			

Goal Set 1: Desired Uses and Quality of Development

Goal 1-A: Attract high-quality uses that include retail, residential and appropriate mixed use developments and encourage these uses to locate within appropriate Districts along the Corridor.

Goal 1-B: Create a mixed-use, transit supportive Corridor.

Goal 1-C: Attract high quality housing to increase the demand for new retail services desired by the community.

Action Group 1: Work with Property Owners to Facilitate Future Development					
1.1a	Work with property owners to help them understand the development potential of their site. This could include facilitating further site assembly as necessary and assisting property owners in attracting suitable developers.	Organizational / Investment	Near-Term	City Staff and Property Owners	City and Property Owners
1.1b	Identify and contact/pursue developers and non-profit organizations that are known for high quality residential and mixed-use projects.	Organizational	On-going	City Staff	City and Grants
1.1c	Provide prospective developers with marketing materials about the East 14th Street South Area Corridor.	Organizational/ Investment	Near-term/On-going	City Staff and Consultant	
1.1d	Inform and educate developers about intent of South Area Development Strategy Design Guidelines with handouts and through personal assistance during the application process.	Organizational / Investment	Near-term/On-going	City Staff	
1.1e	Designate a staff person to assist developers in pursuing State grants for transit-oriented housing, mixed-use development, and site clean-up of "grey field" sites.	Organizational	Near-Term	City Staff and Developers	State
1.1f	Target redevelopment set-aside funds for affordable housing to assist mixed-use development projects.	Organizational / Investment	Near-Term	City Staff and Consultant	City Redevelopment
1.1g	Explore funding incentives to facilitate mixed-use developments. These funds could be used for gap financing, loan guarantees, or other mechanisms to reduce the perceived risk of mixed-use development. In addition, develop incentives for developers such as impact fee waivers or reductions, or fast track permitting in exchange for desired development types.	Organizational / Program	On-going	City Staff	

Table 7.1: Implementation Matrix

	Action Item	Action Type	Timing	Responsible Party	Funding Source
1.1h	Through the implementation of the Strategy, Design Guidelines, Zoning Code, and Redevelopment Agency Policies, encourage residential developers to build quality attached housing projects (including senior housing) on East 14th Street as desired by the community.	Organizational	On-going	City Staff	Property and Business Owners
1.1i	Encourage businesses and property owners in the International/Cultural District to implement a joint marketing and events program.	Organizational	On-going	City with Property and Business Owners	
1.1j	Work with business and property owners in the various districts (i.e. the International/Cultural District) to raise awareness of the potential for Business Improvements Districts.	Organizational / Program	Mid-term	City with Property and Business Owners	
1.1k	Develop shared parking standards or other parking programs for mixed-use development	Policy	Near- to Mid-Term	City	City
Goal Set 1: Create a cohesive landscape, as defined in the Plan					
1.2a	Encourage new community and recreational facilities to locate within a 1/4 mile of activity centers and transit stops.	Policy	On-going	City	City and Chamber of Commerce
1.2b	Encourage new local-serving businesses to locate in the identified activity centers along the corridor.	Organizational	On-going	City and Developers	
1.2c	As major retailers approach the City regarding appropriate locations in the general vicinity of the East 14th Corridor, if appropriate, staff will direct them towards sites in or near the identified activity centers in the corridor. Staff will also provide assistance in negotiations with property owners.	Organizational	On-going	City and Chamber of Commerce	
1.2d	In cooperation with property owners, adopt a resolution that declares appropriate portions of the East 14th Street South Area as infill opportunity zones under the recently enacted law #SB 1636.	Policy	Near-Term	City	
1.2e	Include adequate park and recreational space for new residential projects within the corridor.	Policy	On-going	City Staff	Developer
Goal Set 2: Corridor and District Character					
Goal 2-A: Create a distinctive overall design for the East 14th Street Corridor, its public right-of-way, and public open spaces.					
Goal 2-B: Create a distinctive design for each District along the East 14th Street Corridor that is consistent with and respectful of the character of adjacent neighborhoods.					
Action Group 2: Implement the South Area Development Strategy Design Guidelines					
2.1.a -1	Adopt the South Area Development Strategy Design Guidelines and zoning ordinance revisions to create sub-districts that emphasize different land use and visual character along East 14th Street.	Policy	Near-Term	City	
2.1.a -2	Educate responsible City staff about the intent and appropriate interpretation of the South Area Development Strategy Design Guidelines.	Organizational		City Staff	
2.1.a -3	Enforce the South Area Development Strategy Design Guidelines through the plan approval process to guide the quality and appearance of new development and remodel projects.	Policy	On-going	City Staff	

Table 7.1: Implementation Matrix
(continued)

	Action Item	Action Type	Timing	Responsible Party	Funding Source
2.1.b	Support transit use by considering AC Transit's "Designing with Transit" guidelines as part of the plan approval process. The program is independent from the Bus Rapid Transit proposal for East 14th Street.	Policy	On-going	City Staff	City
2.1.c	Consider a commercial façade improvement program to support the remodeling of building façades of businesses and residential buildings along the East 14th street Corridor.	Organizational / Program	On-going	City	
2.1.d	Work with the Parks and Recreation Commission and use their needs assessment study to look at the opportunities for a neighborhood-serving park in neighborhoods adjoining the East 14th Street South Area.	Investment	Mid-term	City	
2.1.e	Require site and landscape improvements program that supports the implementation of treatments that reduce the visual impact of auto-oriented uses adjacent to sidewalks. Require conformance with landscape setbacks per the Zoning Code.	Policy	On-going	City	
Action Group 2.2: Address Public Art in the Corridor					
2.2.a	Consider allocating public funds or seeking grants to install public art along the East 14th Street Corridor and include public art component with streetscape improvement projects.	Investment	Mid-Term	City	
2.2.b	Establish a requirement for the incorporation of public art for private development projects that include a pedestrian plaza on East 14th Street.	Policy	Mid-Term	City	
Goal Set 3: Streetscape and Transportation					

Goal 3-A: Ensure a safe, attractive and efficient design of transportation facilities within the East 14th Street Corridor that balance the needs of all modes of transportation.

Goal 3-B: Enhance the access for East 14th Street businesses and improve access for all types of transportation to better serve businesses and residents, while protecting adjacent neighborhoods from overflow traffic and parking.

Goal 3-C: Create a safe and attractive pedestrian-oriented streetscape environment along East 14th Street that will better link East 14th Street to adjacent neighborhoods, help attract desired businesses and services, and beautify and enliven the street overall.

Action Group 3.1: Make Improvements to East 14th Street					
3.1a	Implement plans to underground overhead utilities along East 14th Street within the South Area and closely coordinate this effort with the streetscape improvements suggested in this plan to avoid conflicts and create maximum efficiency.	Investment	Mid-term	City	City
3.1b-1	Pursue funding for and prepare design development plans, Project Study Report (PSR), and construction documents for street improvements throughout the entire East 14th Street Corridor.	Planning / Investment	Near-term	City	MTC funding programs, City CIP, and Caltrans Grants
3.1b-2	Pursue funding for and construct street improvements between Blossom Way and Maud Avenue.	Organizational / Investment	Mid-term	City	MTC funding programs, City CIP, and Caltrans Grants
3.1b-3	Pursue funding for and construct priority pedestrian safety improvements at key crossing locations to the South of the San Leandro Boulevard intersection.	Organizational / Investment	Mid-term	City	MTC funding programs, City CIP, and Caltrans Grants

Funding Source	Responsible Party	Timing	Action Type	Action Item	
				3.1b-4	3.1c
MTC funding programs, City CIP, and Caltrans Grants	City / AC Transit	Mid- to Long-term	Organizational / Investment	Pursue funding for and construct (possibly in phases) the new road cross section from Blossom Way south to 150th Avenue (including a tree-lined raised median and wider sidewalks extensions, and other streetscape improvements).	Implement street furniture and public art improvements incrementally in conjunction with private development; supplement with additional funding sources as necessary.
		On-going	Planning / Investment		
City and Private Funding	City and Developers	On-going	Investment / Planning		
		On-going	Investment		
City, AC Transit, Developers	City, AC Transit, Developers	On-going	Policy	Work with AC Transit and their "Designing with Transit" program to implement the private development, streetscape, and bus stop improvement recommended in the South Area Development Strategy to support the use of transit. The program is independent from the Bus Rapid Transit proposal for East 14th Street.	Study cost and benefit of introducing a shuttle bus service and a car share program in conjunction with development activities along East 14th Street, and implement program, if found feasible.
		Long-term	Organizational/Investment		
City, Program Participants	City, Program Participants	On-going	Policy		
		Long-term	Organizational/Investment		
City, Developers	City, Developers	On-going	Organizational	Adopt and enforce the parking strategies and reduced requirements included in the South Area Development Strategy Design Guidelines.	3.3a
		On-going	Organizational	Explore public/private partnerships for implementing shared parking facilities.	3.3b
		On-going	Investment	Implement shared/public parking facilities as warranted by development and land use mix along the corridor.	3.3c
		Mid-term	Organizational	Explore the institution of a parking-in-lieu fee program to fund the creation of consolidated parking facilities.	3.3d
		On-going	Organizational	As new residential development occurs along the corridor, review the potential impact of new development on parking in adjacent neighborhoods. Staff may make adjustments to the parking standards or other initiate other appropriate approaches based on the findings of the monitoring effort.	3.3e
		On-going	Program	Work with neighborhoods adjacent to the corridor to implement permit parking as needed and desired by the neighborhoods.	3.3f

Table 7.1: Implementation Matrix
(continued)